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ABSTRACT

A new master plan for higher education in Florida is presented which focuses on the central challenges facing the state and its higher education institutions. The following sections address three key challenges and suggest strategies to help policymakers and governing boards promote positive change. The section on the challenge of improved use of educational resources addresses increased productivity despite limited resources, the necessity of educating more students, and issues of quality, access, and interdependence between institutions. The next section addresses the challenge of economic and human resource development to ensure Florida's competitive place in the world economy and the need to meet the needs of the state's diverse population. The challenge of flexible management is addressed in the third section which argues that postsecondary education cannot expect growth in per student funding to match the increasing demands and costs of quality postsecondary education. Thus new flexible management models for cost reduction, resource allocation, and revenue enhancement must be designed and implemented. A 73-page "Supplement," separately published at the same time as the plan itself, and appended here, provides an extended picture of the advice, research, testimony, and discussion that contributed to the Plan's development, beginning with excerpts from the experts who contributed to the 'Preliminary Scan" with which the planning process began, followed by major demographic indicators that outline the context in which Florida and the "Master Plan" must operate. Each of the major challenges outlined in the Plan is addressed in the supplement in greater detail with statistical documentation, specific strategies, and where appropriate, examples of promising practices. These are (1) productivity, (2) interdependence, (3) economic development, (4) diversity, and (5) finance, pricing, and incentives. Appendixes to the supplement include a list of those individuals who actively assisted in the development of the Master Plan through committee meeting participation, written or verbal testimony, expert opinions, or corrections to preliminary drafts. Also included is a list of the goals adopted under "Blueprint 2000" and a list of Commission reports. (JB)

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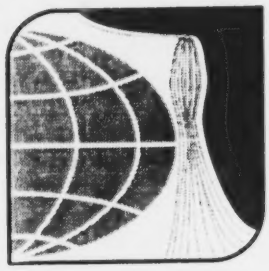
Challenges, Realities, Strategies



THE MASTER PLAN FOR FLORIDA POSTSECONDARY EDUCATION FOR THE 21ST CENTURY

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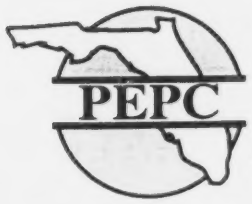

Postsecondary Education Planning Commission

September 22, 1993

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ABOUT THE PLAN

The development of *Challenges, Realities, Strategies* began in the Spring of 1992 with an invitation to a select group of leaders in business, government, education, and the media to share their thoughts on the future of postsecondary education in Florida. Through a series of public meetings, experts' testimony and Commission discussion, key issues were identified and refined. A discussion draft based on a limited number of key challenges and realities facing postsecondary education was circulated for review and comment. Six regional forums were held throughout the State (Niceville, Tallahassee, Jacksonville, Tampa, Fort Myers, and Fort Lauderdale) in May and June of this year. During the development of the *Challenges, Realities, Strategies,* the Commission has considered written and verbal comments submitted by hundreds of Floridians. Additional information on the major issues identified in the *Plan* is contained in the *Master Plan Supplement* which may be obtained by contacting the Commission office:

Postsecondary Education Planning Commission
Florida Education Center
Tallahassee, Florida 32399-0400
(904) 488-7894, Suncom 278-7894
FAX (904) 922-5388

For people with disabilities, *Challenges, Realities, Strategies* is available in alternative formats by contacting the Commission office.

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CHAIRMAN'S LETTER

September, 1993

Dear Floridians:

The Postsecondary Education Planning Commission developed *Challenges, Realities, Strategies: The Master Plan for Florida Postsecondary Education for the 21st Century* pursuant to proviso language accompanying Specific Appropriation 566 through 568 of the 1992 General Appropriations Act that directed the Commission "to proceed with development of a comprehensive revision of the *Master Plan for Florida Postsecondary Education.*" The Commission adopted *Challenges, Realities, Strategies* on September 22, 1993. Supporting documentation to *Challenges, Realities, Strategies* is provided in the *Master Plan Supplement.*

As discussed below, this report builds on previous *Master Plan* efforts. At the same time, ***it breaks sharply from the past by focusing on the need to address just a few central issues*** which will determine the success of Florida's postsecondary education system in the coming years.

These central issues reflect:

- Realities which must be faced with regard to
  - a limitation on the financial resources available to postsecondary education,
  - continued growth in demand for quality education for an increasingly diverse student body which will move into an increasingly demanding and global economy, and
  - the requirement that Florida's total educational system work as an interrelated whole rather than as separate parts.
- The need for each component of the postsecondary system to clearly define its mission and ensure that its available resources and management structure fully support that mission in a cost effective manner.

The original *Master Plan for Florida Postsecondary Education*, adopted in 1982 and updated in 1988, provided an extensive list of recommendations addressing virtually every facet of postsecondary education. Numerous existing policies, programs, and practices can be tied directly to these documents. In broad concept the updated *Master Plan* still provides guidelines for postsecondary education in Florida. Since that plan was last revised, however, it has become apparent that many of the social, economic, and political assumptions which helped shape the plan and which were taken for granted in the 1980s have changed. Although the yearly changes may have been small,

they constituted a major trend, and a decade of such small annual increments has fundamentally and profoundly impacted postsecondary education.

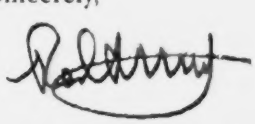
Challenges, Realities, Strategies is designed to recommend a plan and suggest strategies through which the State may address changes essential to accommodate vastly different circumstances yet still realize the *Master Plan's* basic goals. These basic goals urge a spectrum of quality educational opportunities available at affordable costs to citizens of Florida who wish and need to improve their educational background. Educational opportunity, curricula appropriate to a changing world, attention to societal needs, and focused research are all essential to a prosperous and competitive Florida.

These goals must be realized with public financing that may not be as generous with regard to education in the '90s as it was during the '80s. The challenge lies in accommodating an increasing number of students within the constraints of future available resources. Independent of funding level, this *Plan* calls for postsecondary education to reform and to find different ways to meet its goals.

The Plan addresses its task with a sense of urgency. Failure to provide adequate and quality higher educational opportunities for students who will graduate from high school in the next few years would be a breach of the State's promise and responsibility and would leave Florida with an underdeveloped resource and future drain on our social services. Those consequences would be tragic, pervasive, and far-reaching for the State and all of its citizens. The answer to this immediate problem calls for major changes—particularly in the allocation of human resources.

During the past one and one-half years, the Commission received information from citizens throughout the State and worked diligently to assure the *Plan* reflects the future needs of Florida. *Challenges, Realities, Strategies* is the result of this work, and we are available to discuss it with you.

Sincerely,



Robert M. Taylor, Chairman
Postsecondary Education Planning Commission

This Plan calls for postsecondary education to reform and to find different ways to meet its goals.

"People deny reality.
They fight against
real feelings caused by
real circumstances.

They build mental worlds
of shoulds, oughts, and
might have beens.

Real changes begin with
real appraisal and
acceptance of what is.

Then realistic action
is possible."

David K. Reynolds,
noted author and anthropologist.

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PURPOSE OF THE PLAN

The Commission believes that the future of Florida is dependent upon a high quality and efficient, comprehensive, and effective system of postsecondary education. The pressures now faced by our postsecondary system, however, may jeopardize that future. The purpose of *Challenges, Realities, Strategies* is to identify realities and challenges that affect the provision of postsecondary education for the betterment of individuals and Florida and to offer strategies to address those challenges. The Commission found that the conditions present in recent years have compelled institutions and individuals to undergo major sacrifices and to initiate innovative strategies to cope with increased demand coupled with budget restrictions. Demand for postsecondary education will continue to increase because of growing numbers of students, greater sophistication of work place demands, and the exponential expansion of knowledge and resulting specialization and change in required skills. Funding for this demand must come from two sources, the first of which is revenue from the State. An equally important source, however, will be the internal generation and redirection of resources through changes in policy and practice to encourage productivity in faculty teaching and student learning. ***If Florida is to continue to provide access to quality postsecondary education, policymakers, administrators, faculty, and students will have to abandon the notion that new revenues alone will solve all of our problems.*** It is they who must provide the bold leadership necessary to accomplish the challenges we face.

...a strategic plan that confronts reality and identifies challenges that cannot be avoided.

For self-directed, positive policy changes to occur, two elements are crucial: a clear sense of direction and a focused understanding of the major obstacles and access routes for reaching the intended destination. *Challenges, Realities, Strategies* is intended to provide major orientation points for policymakers at all levels regarding essential shifts in policies and practices necessary to meet Florida's future postsecondary education needs. It is a strategic plan that confronts reality and identifies challenges that cannot be avoided. These challenges will require solutions developed both individually within the various sectors and cooperatively among all involved in education.

The *Plan* also provides specific examples of current and potential actions needed. Issues identified within *Challenges, Realities, Strategies* that require immediate attention and leadership include the need for:

- Distinct institutional missions;
- Redirection of resources to assure greater productivity - particularly with regard to undergraduate education;
- Progress in providing access to degree completion, in addition to entry level access, for all who can benefit;
- Commitment to articulation and promotion of student transition through a seamless system of education;
- Implementation of a comprehensive policy for educational technology;
- Definition of postsecondary education's role in economic development;
- A consistent and equitable funding process for achievement of stated missions;
- Improved use of non-state resources; and
- Increased flexibility in the management of resources to meet identified goals.

To provide a clear sense of direction, the Commission developed a vision statement:

Vision For Florida Postsecondary Education

Postsecondary Education must provide an environment in which citizens are able to develop their capabilities to the fullest - as life long learners, workers, citizens, and members of families and other social institutions. More specifically, a postsecondary education system must provide Floridians with the ability to acquire an increased cultural, historic, and scientific knowledge base; technical skills appropriate to both current and emerging employment opportunities; and an understanding and appreciation of the multicultural nature of society in our increasingly interdependent world. In providing these services, postsecondary institutions must be responsive to Florida's rapidly changing social and economic needs, including taking actions to optimize the use of the limited resources which will be available to support those institutions in the future.

Postsecondary Education must provide an environment in which citizens are able to develop their capabilities to the fullest.

DEFINITION

To meet all of the challenges that face Florida's postsecondary education system it will be necessary for each postsecondary institution to consider its strengths and use resources efficiently and effectively. For purposes of the *Plan*, Florida postsecondary education is broadly defined to include public community colleges and universities, independent regionally-accredited or licensed two- and four-year institutions, public vocational technical centers, licensed independent technical, trade and business institutions, distance learning and other nontraditional opportunities provided in cooperation with business, government, and in-state or out-of-state institutions.

OVERVIEW

Challenges, Realities, Strategies focuses on the key challenges which will have a significant impact upon the delivery of postsecondary education. These challenges cannot be considered in isolation, but must be viewed in relation to each other and the surrounding environment. Realities impacting each challenge identify both present and future conditions that must be taken into account when designing strategies for change. A limited number of strategies are identified to respond to each challenge. These strategies are intended to serve as a springboard for policymakers and governing boards in promoting positive change rather than attempting to include all possible approaches to addressing these challenges. The challenges in this plan and their components include:

IMPROVED USE OF EDUCATIONAL RESOURCES

Productivity - Educating more students with limited resources is an essential step in dealing with the dual issues of quality and access. As claims upon state tax revenue outside the postsecondary budget increase and as the number of students seeking higher education also increases, postsecondary education needs to become productive in different ways than in the past.

Interdependence - Florida's education components cannot operate as separate entities. Our education system must function as a continuum and provide for the smooth transition of students from one level to another. Interdependence among education entities and with other social institutions will be a major factor in achieving greater productivity.

ECONOMIC AND HUMAN RESOURCE DEVELOPMENT

Economic Development - Postsecondary education must provide the human resource development, technology transfer, and research that will enable its citizens to be economically and socially productive and the State's business and industry to be highly competitive in a world economy.

Diversity - In order to maximize use of our State's human resources, postsecondary education must respond to the diversity of our population. Institutions must provide greater opportunity for all students to achieve to their fullest potential through changes in the curriculum as well as through diversification of their faculty and students.

FLEXIBLE MANAGEMENT AND FINANCE

Finance, Pricing, Incentives - Postsecondary education cannot expect growth in per student funding to match increasing demands and costs of quality postsecondary education. To serve more students in the face of less than "normal" funding of the 1980s, new flexible management models for cost reduction, resource allocation, and revenue enhancement must be designed and implemented.

Although the Commission believes that addressing all of these challenges is essential to enable quantitative and relevant growth while maintaining quality, differing degrees of change will be appropriate to differing levels and kinds of postsecondary institutions. Governance structures vary, and entry points and strategies to effectuate policy changes will not be identical. Implementation must take the national market place and competitors' practices into account. The Commission wishes to encourage innovative and creative responses for achieving the essential goals expeditiously. Hence, the Commission has attempted to concisely state the challenges set forth, the realities which mandate change, and strategies to be considered in dealing with those realities.

The Commission wishes to encourage innovative and creative responses for achieving the essential goals expeditiously.

While most master plans cover several issues from a broad perspective, this document is sharply focused on a limited number of key items which demand responses in the near term by Florida's postsecondary education systems and institutions. As noted above, *Challenges, Realities, Strategies* is not a substitution for the existing *Master Plan*. Changes in practice and emphasis are believed essential to accommodate changed conditions, and this plan deals with changes most likely to bring about the ability to continue to discharge the postsecondary education responsibility of the State to its citizens.

"When I look around in the corporate world, I see closings and layoffs and exporting - painful changes, but good ones.

I see education and government and business all at a crossroads.

The cultural institutions of America must all redefine and realign themselves, too.

No one is exempt."

Preston H. Haskell,
The Haskell Company

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PRODUCTIVITY

Sustaining a high level of quality in existing educational programs and services with available resources requires systemic changes to increase instructional productivity.

The major challenge facing our postsecondary education system is to reassure the citizenry that it can efficiently provide a quality educational experience—that the State's colleges and universities are focused on the right activities, are making the most effective use of faculty and staff, and are operating with the appropriate governance structure. At the same time, Florida's colleges and universities are increasingly pressured to respond to diverse demands from students, business, industry, and government. As public discontent and demands have increased, productivity—maximizing available resources while maintaining or improving the quality of education—has become an increasingly critical issue. Sustaining a high level of quality in existing educational programs and services with available resources requires systemic changes to increase instructional productivity. ***Popular support for higher education in Florida will depend to a large measure on the public's perception of how successfully postsecondary education satisfies widespread concern with educational productivity and quality output.*** In a recent statewide survey conducted for the Commission, 70 percent of the respondents indicated that providing a good education and technical training for jobs were the most important goals of Florida's system of postsecondary education.

Postsecondary education has been driven during the past four decades by two primary goals—student access or demand and quality. In Florida and nationwide, quality at the universities has been defined in terms of a strong research mission. Emphasis upon research has been enhanced by availability of huge sums of federal money and by linking the generic term "research" to economic well-being. One result has been a shift of university faculty time from teaching to research. Another result has been increased emphasis upon graduate programs with many universities seeking to expand the number of specialized advanced degrees rather than focus on undergraduate teaching. When confronted by expanding undergraduate student demand, the solution by universities has not been to change priorities with respect to the value of research in relationship to undergraduate teaching, but to limit undergraduate access through various stratagems. An increasing number of applicants for higher education accompanied by changed and restricted financial resources require rebalancing of the priority between research and undergraduate teaching responsibilities. Average undergraduate teaching productivity per faculty member must be increased, and costs per student thereby reduced.

REALITIES

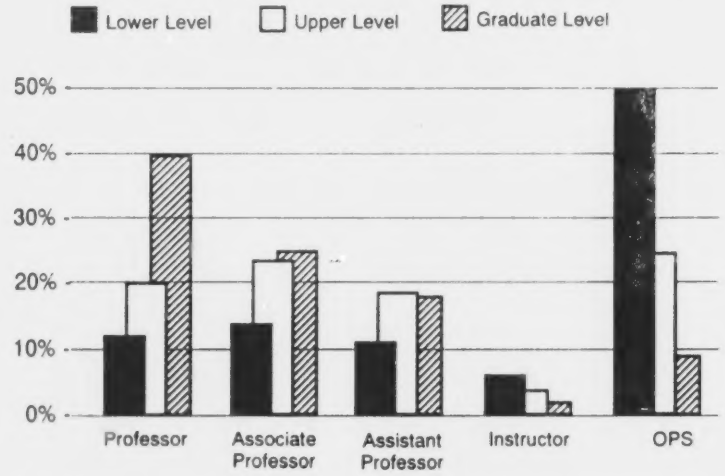
The internal allocation of resources to support non-instructional areas at the expense of teaching has created an imbalance between instruction and research.

- Reward systems in higher education do not adequately recognize or compensate teaching activity.
- Prioritizing research over undergraduate teaching in public universities has contributed to reduced faculty participation in teaching.

Increased numbers of students seeking admission to the State's postsecondary education sector, absent commensurate growth in resources, has jeopardized access to higher education in Florida.

- Between 1985 and 1990, headcount enrollment in the State University System increased by 20 percent and by 45 percent in the Community College System. The projected change in the number of high school graduates from 1990-91 to 2000-01 indicates that Florida will experience an overall increase of 35 percent in the number of students graduating from high school.
- Sector and institutional responses to these conditions have focused primarily on restricted admissions and limited access programs.

STATE UNIVERSITY SYSTEM PERCENT OF CLASSROOM CONTACT HOURS BY FACULTY RANK AND LEVEL OF INSTRUCTION, 1991-92



Note: OPS = adjuncts, teacher assistants, and other part-time instructional staff

SOURCE: Board of Regents Education and General I and R data file, 1991-92. Compiled by Postsecondary Education Planning Commission.

50% of lower level undergraduate contact hours are generated by adjuncts, teacher assistants, and other part-time instructional staff.

REALITIES

The lack of focus which characterizes most institutional missions has a detrimental effect on productivity.

- Institutional mission statements are often so broad that there is little basis to differentiate among institutions.
- Community colleges cannot attempt to be all things to all people, four-year comprehensive institutions should not aspire to be research universities, and research universities should not be driven by the goal of increasing the number of graduate students and programs.
- Continuation of low productivity programs without adequate justification illustrates both institutional mission drift and institutional reluctance to eliminate inefficient programs.
- Increased number of credits required for graduation and the resulting increase in time needed to complete a degree have negative effects on productivity for both associate and bachelor degree programs.

STRATEGIES

Focus Mission Statements

- Through the Community College Master Plan and the local District Boards of Trustees, ensure that the mission statements of community colleges allow for the most efficient use of available resources by prioritizing their responses to identified needs within the context of the costs and benefits involved.
- Through the State University System Master Plan and the Board of Regents, ensure that university mission statements are differentiated in order to allow for the most efficient use of available resources while avoiding costly unwarranted program duplication.
- Eliminate excessive program duplication and low productivity programs at the institutional level with governing board leadership and guidance.
- Authorize new doctoral programs only when consistent with institutional missions and societal, not student, need.

Reinforce Undergraduate Instruction

- Ensure that tenure, salary, and promotion criteria appropriately reflect institutional mission (e.g., redirect funding internally to provide incentive awards to departments where tenured and tenure-track faculty generate a large percentage of lower-level undergraduate contact hours).

- Ensure that part-time faculty (including adjunct and teaching assistants) are well qualified, adequately supported, and integrated into the institution.

- Increase the proportion of faculty time dedicated to undergraduate teaching.

Make Better Use of Technology

- Design a comprehensive educational telecommunications policy that focuses state resources on specific educational goals and provides guidance for funding and planning.

Improve Access to a Degree

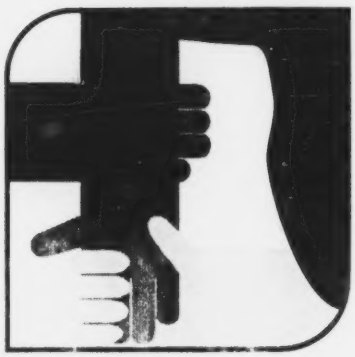
- Improve retention to degree rates at the associate and bachelor's degree level without sacrifice of standards.

- Explore the viability of establishing different and more alternatives to baccalaureate education.

- Increase utilization of independent schools, colleges, and universities.

- Ensure adequate state and internal funding for expanding upper division enrollment in the SUS.

INTER-DEPENDENCE



Our education system must function as a continuum and provide for the smooth transition of students from one level to another.

Our education system must function as a continuum and provide for the smooth transition of students from one level to another. Education must be alert and respond to the needs of society for development of skills and attitudes essential to the State's economic and cultural well being. Two areas of concern—teacher education and the academic achievement of high school graduates, both crucial components of school improvement efforts in Florida—can most effectively be improved through meaningful partnerships among public and independent universities, community colleges, and public schools.

A primary way to strengthen the effectiveness of Florida's colleges and universities is to expect greater academic achievement in order to graduate from our public schools. Approximately 50 percent of recent high school graduates in community college degree programs now require remedial work, and the number of such underprepared students continues to increase. While a certain degree of remediation may always be necessary to correct slight individual academic deficiencies, the State cannot continue to provide significant resources for remedial education as a college-level academic function. Major reform initiatives designed to restructure K-12 education in Florida have begun. The 1991 Legislature enacted *Blueprint 2000* legislation. That law calls for a new system of education utilizing individual school improvement plans, developed in conjunction with School Advisory Councils made up of parents and community members. *Blueprint 2000* establishes the foundation for a system of school accountability and provides schools and school districts with flexibility to design effective programs at the local level, closest to the students they serve. *Blueprint 2000* schools will require different types of teachers and dramatic changes in how these teachers are prepared.

The success of these reform measures, however, is directly dependent on the active involvement of all postsecondary sectors and communication throughout the education continuum. The State Articulation Agreement, as well as the new agreement between the Independent Colleges and Universities of Florida (ICUF) and the State Board of Community Colleges, must promote and facilitate the smooth transition of students from community colleges to universities. Collaboration among the State's public and independent colleges and universities, public schools, and other state agencies, as well as the business community must occur to promote students' transition to education beyond high school and to preparation for the workplace.

REALITIES

A coordinated, balanced, and effective educational delivery system must be in place to ensure more efficient use of limited state resources, to reduce redundancy of educational programs and services, and to increase productivity throughout the State's economy.

- Although a well-developed system of community college to university articulation exists in Florida, each education sector tends to operate as a separate entity without adequate inter-sector coordination.

- There is potential for much greater collaboration, not only among the public and independent sectors at the K-12, college and university levels, but with state and local government and the business community in terms of the fit and relevance of academic preparation.

The Blueprint 2000 law establishes a framework for major reform designed to restructure K-12 education in Florida that focuses on how schools operate, how teachers teach, and how students learn.

- Postsecondary education will be directly impacted by *Blueprint 2000* in terms of student transition from high school, the assessment of student achievement, and role of credentialing in the preparation of teachers.

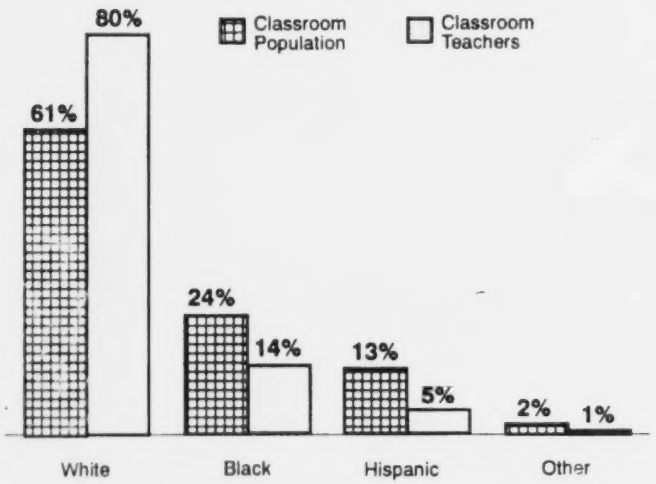
Postsecondary teacher preparation and inservice programs are crucial elements in the State's education reform efforts and must be designed collaboratively to meet the diverse needs of Florida's students and schools.

- Teacher education programs exist in Florida that do not prepare teachers in subject matter or content to meet the needs of the State's diverse student population. These programs must be restructured to teach the competencies that will be required in *Blueprint 2000* schools.

- The employment of minority teachers is not keeping pace with the rise in the number and percentages of minority students in Florida public schools. In addition, the State's colleges of education are not graduating sufficient numbers of minority teachers.

61% of Florida's public school students are white compared to 80% of teachers who are white.

RACIAL/ETHNIC COMPOSITION OF FLORIDA'S CLASSROOM POPULATION AND TEACHERS, 1992



SOURCE: Florida Department of Education, 1992.

STRATEGIES

Strive for One Coordinated Education System

- Utilize the "Statement of Cooperation" that was signed by all education entities and adopted by the State Board of Education to attain one coordinated system of education in the State and to implement the tenets of *Blueprint 2000*.
- Review the process of student articulation, including all existing agreements, to identify and remove barriers that may exist to the smooth transition of students among high schools, vocational-technical centers, community colleges, and universities.
- Identify high school students lacking essential pre-college academic skills and require the successful completion of remedial courses by students currently enrolled at the high school level prior to entrance in postsecondary education.

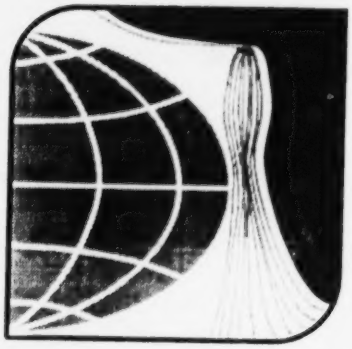
Restructure Teacher Education

- Restructure the State's teacher preparation process to require the demonstration of specific teacher skills/competencies needed for Florida's diverse student population and for effective teaching in *Blueprint 2000* schools.

- Base teacher certification and licensure upon documented performance, and review state certification policies to be certain that procedures do not impede the employment of qualified individuals as public school teachers.

- To increase the number of minority teachers in Florida schools, establish a statewide plan that includes the state certification process, public and independent college and university recruitment efforts, admissions policies, financial assistance programs, academic advisement and student support programs, and Future Educators of America chapters.

ECONOMIC AND HUMAN RESOURCE DEVELOPMENT



"If one assumes that America
in the future, will consist of:

a rapidly aging white population,
a large but stable black population,
a rapidly increasing, diverse and youthful
Asian and Hispanic population,
a new blend of service and high tech jobs,
rapid immigration from many nations,
a declining base of middle class people
of working age,
transiency and crime,
environmental vulnerability,
contrasts in wealth,
social systems that cannot
keep up with growth,
exciting new social
and political innovations,
and the agony of unfulfilled expectation;

then Florida is the future of America
more so than any other state."

Harold Hodgkinson
Center for Demographic Policy
Institute for Educational Leadership

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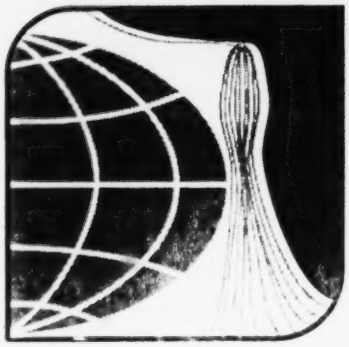
ECONOMIC DEVELOPMENT



Postsecondary education must provide the human resource development, technology transfer, and research that will enable its citizens to be economically and socially productive and the State's business and industry to be competitive in a world economy.

Postsecondary education must provide the human resource development, technology transfer, and research that will enable its citizens to be economically and socially productive and the State's business and industry to be competitive in a world economy. Postsecondary education must contribute to the development of enterprises that produce high-value services and products and to the preparation of an appropriately trained workforce through collaborating with business/industry/government, coordinating the use of limited resources, and restructuring what is taught and how it is taught. Postsecondary education can thereby assist individuals in developing their full potential and in contributing to the betterment of society.

REALITIES

Dramatic changes are occurring that impact the skills required for workers in the marketplace and the structure and function of organizations.

- Only employees with strong communication, computation, and technical skills will be able to contribute in a value-added economy.
- Approximately 50 percent of degree-seeking community college students in Florida require some communication and computation remedial work.

Florida is not sufficiently competitive in high value-added services and products for the new world economy.

- Only 11 percent of Florida's workforce is employed in high value-added, high-wage manufacturing, compared with 19 percent nationally.
- Of Florida's existing high-tech related jobs, 50 percent are in the defense industry. Conversion of defense technologies to commercial products and processes can prevent defense downsizing from eliminating many of the State's best jobs.

Florida is strategically located to take advantage of international trade opportunities.

- International commerce rivals tourism as Florida's biggest and most important business. Florida imports and exports already exceed $38 billion annually.
- Total international trade volume rose 25 percent the past two years during a weak overall state economy.

- Because of its geographic location and diverse cultural background (e.g., 16 percent of Florida's population speaks a language other than English at home), Florida is well positioned to compete on a worldwide basis.

Industry/government/education collaboration benefits industry, education, citizens, and the State. Commitment to previous economic development initiatives has been neither consistent nor long-term.

- The successful development of an education infrastructure to support the film industry's growth and development in Florida resulted from collaboration between education and the film industry initiated during, and continued subsequent to, the 1987 study of the industry's postsecondary education needs.
- To build a diversified and competitive economy and to improve the quality of life for all Floridians, the 1992 Legislature created *Enterprise Florida*. This initiative, which combines public and private resources, targets three key areas: capital, technology, and workforce.
- A comprehensive technology infrastructure comprised of educational institutions, government, and enterprises fosters new competitive industries by supporting the discovery of knowledge and transferring technology to the marketplace.

STRATEGIES

Promote Economic Development

- Support the common agenda of *Enterprise Florida*, Department of Labor and Employment Security, Private Industry Councils, Job Training Partnership Act Service Delivery Areas, Chamber of Commerce, and the State Job Training Coordinating Council to promote economic development, especially in targeted industries, through public-private partnerships and coordination of technology innovation and human resource development. Provide consistent, on-going support for these initiatives.
- Promote education/government/enterprise consortia for applied research and product development to cultivate civilian technologies that will create jobs, protect the environment, and improve the quality of life for Floridians.
- Stimulate the transition to new business strategies and restructuring by providing state funds to train workers for high skill, high wage jobs. Anticipate the skills and competencies that will be needed in future jobs through enterprise/education/labor/government collaboration.

STRATEGIES

- Engage business/industry, government, and education, through such entities as *Enterprise Florida* and the Florida League of Cities, in periodic dialogue to reexamine the place of research and education in economic development and the pursuit of a higher standard of living for all Floridians.

Strengthen International Education

- Infuse the discussion of international issues throughout the curriculum and encourage students to become fluent in key foreign languages.

- Promote opportunities for faculty to learn foreign languages and to learn from their peers both nationally and internationally.

Improve Training Programs

- Develop, through the Department of Education in cooperation with institutions and business, evaluation and performance monitoring and funding practices that will provide feedback on and reward training outcomes, placement, creation of jobs, and return on investment of training dollars.

Enhance Faculty Resources

- Promote the exchange of personnel, especially scientists and engineers, among educational institutions, government, and industry for substantial time periods and repeatedly throughout their careers.

- Maximize the use of part-time faculty from industry and government who are current with existing market conditions and employer practices.

- Prepare teachers with the ability to communicate theory and practice in applied technology programs. Evaluate and strengthen pre-service and in-service programs to promote the academic competencies of vocational teachers and the applied teaching skills of academic teachers.

DIVERSITY

To maximize use of our State's human resources, postsecondary education must better serve the growing diversity of our population. Florida is rapidly becoming more culturally, racially and ethnically diverse. Twenty-six percent of the State's residents are a racial or ethnic minority. Sixteen percent of Florida's population speaks a language other than English at home. One-third of all high school completers in 1990-91 were minority students. Florida's public schools are racially and ethnically diverse, but the student composition and workforce of the postsecondary sector do not yet reflect the racial, ethnic, and international makeup of the State's growing population. Because of Florida's changing demographics, a major challenge facing its institutions of higher learning is how to incorporate diverse ethnic cultures and peoples into the educational system while building a strong, integrated society. Institutions must prepare our diverse student body for life in a changing, interdependent world while emphasizing the shared experiences and common goals of all Americans.

Evidence indicates that educational attainment promotes social mobility and economic parity. Therefore, it is imperative that higher education institutions encourage access and improve the retention and graduation rates for racial/ethnic minorities and the growing number of students with disabilities. Institutions must provide a climate for all students to achieve their fullest potential through adoption of a multicultural curriculum, diversification of their faculty and students, and by establishing and attaining higher equity goals. To prepare students to live cooperatively in their communities, to value and respect other cultures, and to contribute to society, institutions must provide an inclusive, multicultural experience.

A major challenge facing institutions of higher learning is how to incorporate diverse ethnic cultures and peoples into the educational system while building a strong, integrated society.

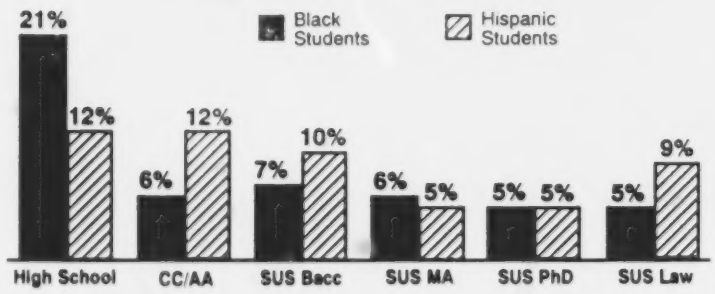
REALITIES

Minority high school graduates are not proportionally represented in the postsecondary student population.

- Student enrollment equity goals of community colleges do not reflect the available pool of minority/ethnic high school graduates in their service areas.
- At the end of 1992, Florida's nine state universities had fully achieved 58 of the 135 five-year equity goals they set in 1987 for raising the proportion of minority students, faculty, and staff.
- The number of identified students with disabilities enrolling in the SUS has increased by 24 percent and the number of disabled community college students has increased by 59 percent since 1989.
- The proportion of blacks graduating with an A.A. degree has increased slightly from five to six percent of the student population since 1986. Since 1985 the proportion of black SUS graduates has remained unchanged at only seven percent. In 1990-91, blacks received only six percent of M.A. degrees, five percent of Ph.D.s, and five percent of law degrees.
- The proportion of A.A. Hispanic graduates has remained constant at 12 percent of the student population since 1985. The share of Hispanic bachelor degree recipients has grown from seven percent in 1985-86 to 10 percent in 1991-92. Hispanics received only five percent of both M.A.s and Ph.D.s in 1990-91 and nine percent of law degrees.

Black and Hispanic high school graduates are underrepresented in receiving postsecondary degrees.

PERCENTAGE OF DEGREES GRANTED TO BLACK AND HISPANIC STUDENTS FROM FLORIDA HIGH SCHOOLS, PUBLIC COLLEGES AND UNIVERSITIES, 1991-92



SOURCE: Department of Education, State Board of Community Colleges, and State University System. Compiled by Postsecondary Education Planning Commission.

The concept of and commitment to multicultural education - creating an inclusive learning environment that affirms the values and insights of America's diverse cultures - varies among postsecondary institutions.

- There are few examples of institutions that have adopted a plan for or effectively instituted a multicultural campus environment.
- Nationally, a trend toward self segregation or resegregation on campuses has been identified.

STRATEGIES

Improve Minority Recruitment, Enrollment, Retention, and Graduation

- Link equity goals to the pool of potential students, not the overall population of minorities. Each community college's minority enrollment and graduation rates should reflect its service area's high school minority graduation rate. Each university's graduation rate should be linked to its minority enrollment.
- Increase funding for the Auxiliary Learning Aids (ALA) Program and provide additional resources to assist colleges and universities in complying with the federal Americans with Disabilities Act.
- Provide cultural and gender sensitivity training for all faculty and staff in each postsecondary education institution in Florida.
- Implement effective faculty mentoring and peer counseling programs for minority students.

Improve the Campus Climate for All Students

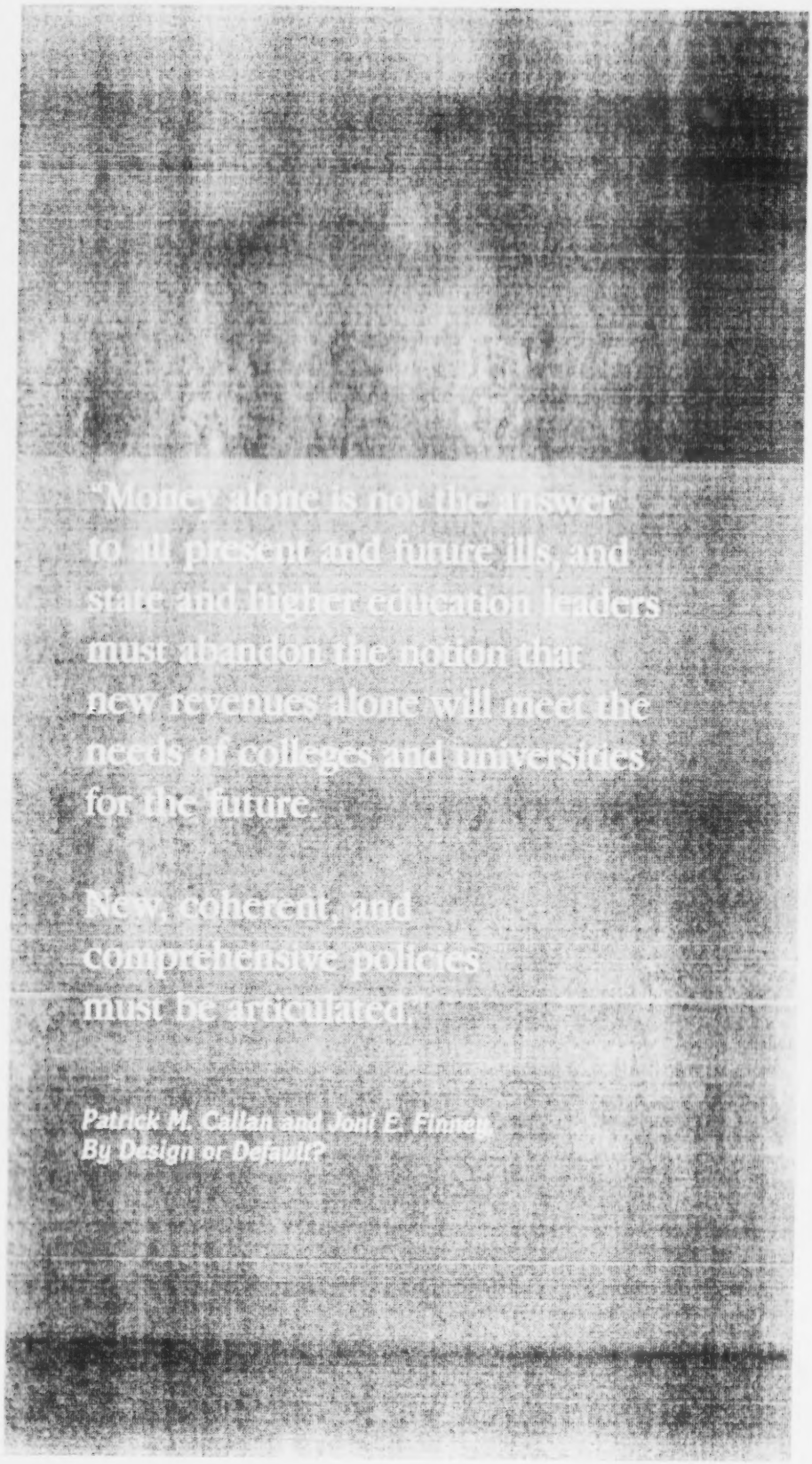
- Recognize and reward exemplary academic courses and programs that integrate opportunities for relevant community service by students and faculty.
- Increase opportunities for minority and other students to interact with faculty outside of the classroom. Give recognition and reward to those faculty who implement successful student academic support programs.
- Develop mechanisms for assessing progress in promoting a multicultural campus climate.

STRATEGIES

Broaden Existing Academic Curricula

- Encourage departments and programs to develop a multicultural curriculum that fosters critical thinking about issues of race, culture, and ethnicity.

- Incorporate the experiences, contributions, and values of diverse cultures into required and elective courses.


"Money alone is not the answer to all present and future ills, and state and higher education leaders must abandon the notion that new revenues alone will meet the needs of colleges and universities for the future.
New, coherent, and comprehensive policies must be articulated."
Patrick M. Callan and Joni E. Finney
By Design or Default?

FLEXIBLE MANAGEMENT AND FINANCE

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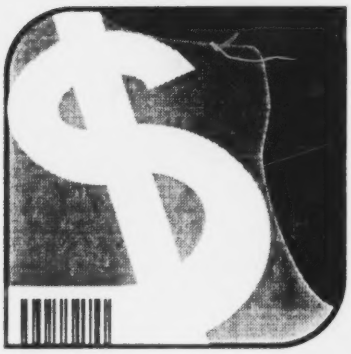
FINANCE, PRICING, INCENTIVES



Operating revenues for public postsecondary education stem from several sources. The principal sources are charges to students and funds appropriated by the state legislature from total state revenues. Funds from the federal government are directed primarily to support of research and student aid. Because federal, state, and local taxes consume approximately 32 percent of each Floridian's income, public resistance to higher taxes is likely to hinder substantial additional revenue from increased taxes. At the same time, the demand for governmental services at all levels is growing. Custodial, environmental, health, prison, legal, and other state and federal services are requiring a larger proportion of state revenues. Education now receives 50.7 percent ($11.8 billion) of available state general revenue, down from 60.5 percent ($5.8 billion) ten years ago. These factors render it unlikely that postsecondary education will continue to increase per student revenue at the same rate as during the past decade. Current tuition and student fee policies require careful scrutiny. To meet the challenge of increasing demand, new models for cost reduction, resource allocation, and revenue enhancement must be sought in addition to the changes in priorities and productivity outlined in the *Master Plan*.

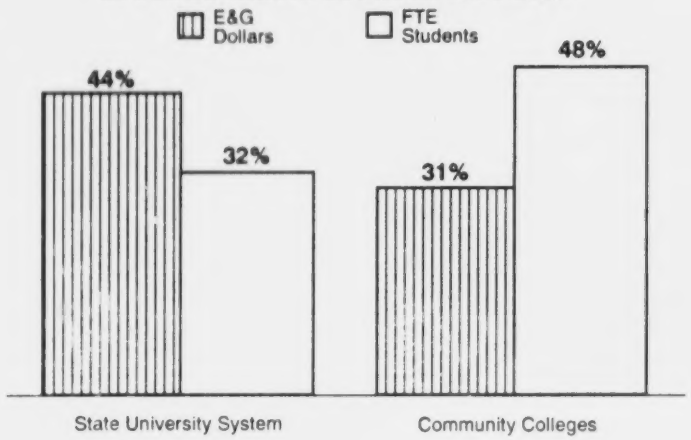
New models for cost reduction, resource allocation, and revenue enhancement must be sought.

REALITIES

The percentage of state funds appropriated for postsecondary education is shrinking and is not expected to appreciably increase in the immediate future. Florida public postsecondary education's share of total state appropriations has declined from 10.9 percent in 1983-84 to 6.3 percent in 1992-93 and from 15.8 percent to 11.5 percent in terms of general revenue support during this period.

- Total dollars per full-time equivalent student in both community colleges and state universities in 1992-93 are less than that provided in 1988-89.
- Between 1981 and 1993, university funding grew at a greater rate than enrollment increases even after accounting for inflation (44 percent versus 32 percent). It is unlikely that this relationship will continue in the near future.

PERCENT GROWTH IN DOLLARS COMPARED TO GROWTH IN FTE STUDENTS BETWEEN 1981-1993



NOTE: Adjusted to 1981-82 constant dollars.

SOURCE: SUS and SBCC.
Compiled by Postsecondary Education Planning Commission.

In the SUS, education and general dollars have grown at a rate greater than student enrollment. The reverse is true for community colleges.

Unlike the community colleges, the State University System presently has limited flexibility in pricing among the individual institutions. In addition, university fees are significantly below the national average and are further constrained by an increasing share of the fees being used for non-instructional purposes.

- Florida ranks 42nd nationally in resident undergraduate tuition and fees and 30th in resident community college charges.

- Local non-instructional fees (activity and service, athletics, health) in state universities have increased 277 percent in the past ten years. In comparison, matriculation fees have grown 105 percent during this period. Local fees now equal 46 percent of the matriculation fee compared with 29 percent in 1982. A percentage cap has been placed on similar fees charged by community colleges.

The Florida Prepaid Tuition Program, with over 192,000 active accounts and projected future benefit payments in excess of $1.5 billion, will impact future access, pricing, and financial aid policy discussions.

STRATEGIES

Redesign/Restructure System for Allocation and Use of State Resources

- Reinforce governing board and institutional flexibility and decision making by modification of policies which impede this. Encourage institutional analysis of resource and expenditure patterns at department level cost centers and internal allocation of resources in accordance with state and institutional priorities. Allow any dollars saved through increased productivity to be retained.

- Adopt a consistent and equitable funding formula for public postsecondary institutions and establish statutory standards for funding not generated through the established formula.

- Provide incentive funding to attain specified objectives in each sector or across sectors (e.g., increases in minority graduation rates, graduates in high cost programs serving targeted economic development occupational clusters, salary increases tied to attainment of accountability goals). This can be accomplished through redirecting a portion of existing funds (operating and capital outlay) as well as providing additional support for achievement of identified goals/objectives subject to external validation.

- Assure that there is no funding disincentive for use of technology in instruction (e.g., distance learning involving two or more institutions or sectors is impeded because of questions as to who will generate the FTE), and provide incentives for its use as well (e.g., fund limited enrollment growth above established caps for technology-related instruction).

Improve Use of Non-State Resources

- Pricing

  - Index tuition in the public sectors to national average tuition and fees, consumer price index, gross personal income, or other external measure. Maintain a limit on the maximum percentage change allowed annually. Continue to maintain a differential between community college and university fees.

  - Allow individual institutions to charge within a prescribed range (e.g., +/- 10 percent of average), retain any revenues from above average charges, and target this revenue for specific high priority educational needs. Explore flexibility within institutions for block fees and other alternatives subject to board approval.

  - Limit the amount of state subsidized education provided to individual undergraduate students (e.g., 40 hours more than required for a degree).

  - Cap local non-instructional fees as a percentage of matriculation fees.

  - Assure that any fee increases are accompanied by corresponding increases in need-based financial aid.

- Prepaid Tuition Program

  - Continue to carefully monitor the actuarial soundness of this program in view of its significant financial implications for the future.

  - Encourage expansion of this program to more middle and low income individuals who will benefit from a postsecondary education.

  - Ensure that this program does not inhibit necessary changes in tuition.

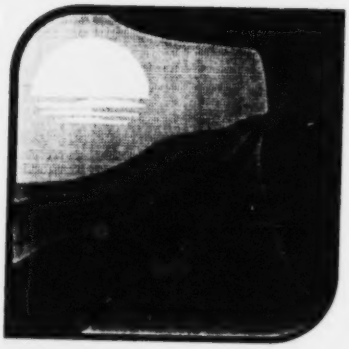
STRATEGIES

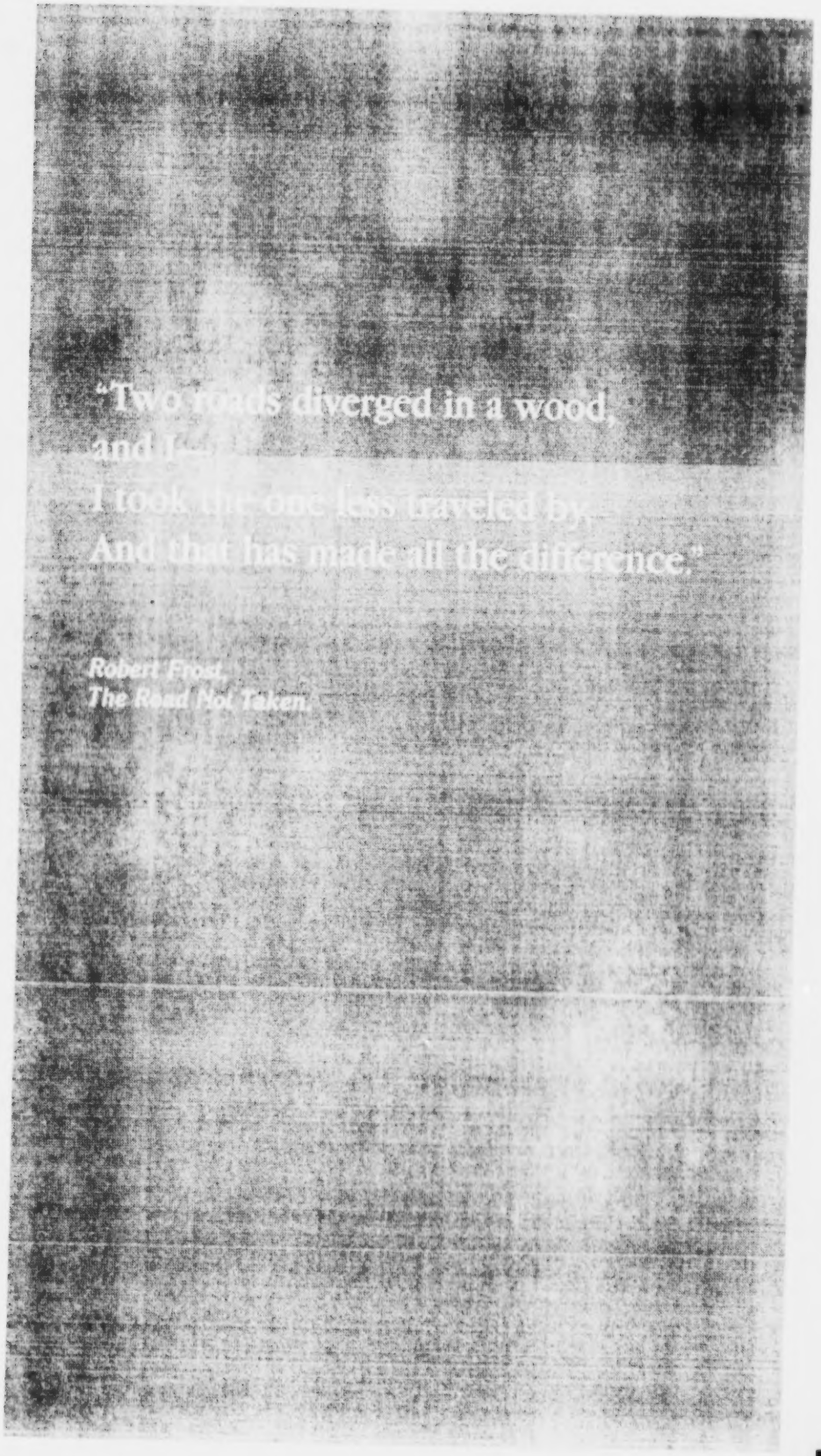
■ Independent Sector/Privatization

- Provide stable, consistent funding to the independent sector to enhance access to postsecondary opportunities in Florida. Expand access to independent sector academic and technical programs in areas of unmet state need particularly when objective, external measures of quality are available.

- Where possible, contract for those ancillary services that can be provided more efficiently by external vendors. Assure that auxiliary enterprises and other non-instructional activities provided by the institutions are assessed an appropriate share of indirect costs.

CONCLUSION




"Two roads diverged in a wood,
and I
I took the one less traveled by,
And that has made all the difference."
Robert Frost
The Road Not Taken

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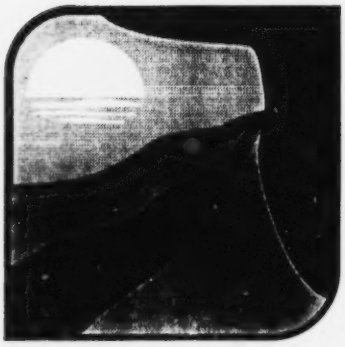
CONCLUSION



A planning process that addresses strategic challenges as they are identified rather than on a five-year cycle is now more appropriate.

Challenges, Realities, Strategies represents major changes in perspective. Since publication of the original *Plan* ten years ago, postsecondary education and society have undergone extraordinary shifts and changes. The strategies set forth in this *Master Plan* are designed to accommodate these changes without sacrifice of quality or established educational goals.

Challenges, Realities, Strategies and its *Supplement* are designed to provide all Floridians involved in postsecondary education with challenges and insights that demand attention now and in the near future. Due to the pace of change, a planning process that addresses strategic challenges as they are identified rather than on a five-year cycle is now more appropriate. This *Master Plan* lays the foundation, but follow-up is required to address the following issues in the near term:

- A clearer focus on the distinct missions of the various components of postsecondary education and ensuring that available resources are used to support this focus;
- The redirection of resources toward undergraduate education;
- In addition to assuring access at the entry level, increased emphasis on progress in providing access to degree completion for all who can benefit from postsecondary opportunities;
- Reaffirmation of the State's commitment to articulation among all levels of education, both public and independent, and practical enhancements through current and proposed mechanisms to promote student transition;
- Establishment and implementation of a comprehensive policy for the effective use of existing and future educational technology;
- A meaningful economic development policy that clearly delineates the contribution which will be made by postsecondary education;
- Design of a consistent and equitable funding process that will effectively direct available resources to recognizing and rewarding progress toward achievement of stated missions;
- Improved use of non-state resources; and
- Increased flexibility in the management of sector and institutional resources in achieving stated goals.

The agenda is long and the obstacles formidable, but the Commission believes that the necessary leadership and resources exist in Florida to meet these challenges. We look forward to continuing to work with the sector boards, institutions, students, and all Floridians in achieving the vision outlined in *Challenges, Realities, Strategies.*

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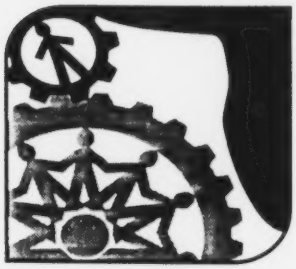
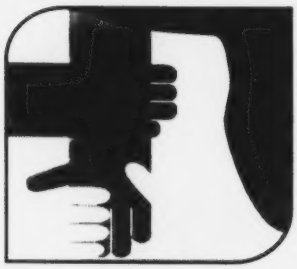
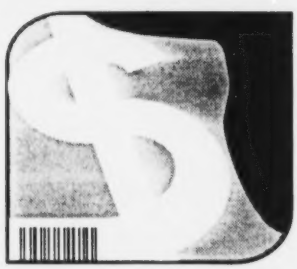
SUPPLEMENT

Challenges, Realities, Strategies







THE MASTER PLAN FOR FLORIDA POSTSECONDARY EDUCATION FOR THE 21ST CENTURY

September 22, 1993

PEPC

Postsecondary Education Planning Commission

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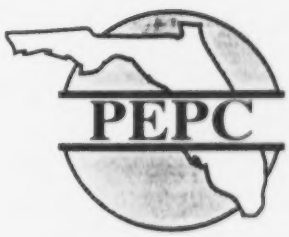
SUPPLEMENT

Challenges, Realities, Strategies

THE MASTER PLAN FOR FLORIDA POSTSECONDARY EDUCATION FOR THE 21ST CENTURY



Postsecondary Education Planning Commission

September 22, 1993

ABOUT THE PLAN

The development of *Challenges, Realities, Strategies* began in the Spring of 1992 with an invitation to a select group of leaders in business, government, education, and the media to share their thoughts on the future of postsecondary education in Florida. Through a series of public meetings, experts' testimony and Commission discussion, key issues were identified and refined. A discussion draft based on a limited number of key challenges and realities facing postsecondary education was circulated for review and comment. Six regional forums were held throughout the State (Niceville, Tallahassee, Jacksonville, Tampa, Fort Myers, and Fort Lauderdale) in May and June of this year. During the development of the *Challenges, Realities, Strategies*, the Commission has considered written and verbal comments submitted by hundreds of Floridians. Additional information on the major issues identified in the *Plan* is contained in the *Master Plan Supplement*. Copies of *Challenges, Realities, Strategies* and the *Supplement* may be obtained by contacting the Commission office:

Postsecondary Education Planning Commission
Florida Education Center
Tallahassee, Florida 32399-0400
(904) 488-7894, Suncom 278-7894
FAX (904) 922-5388

For people with disabilities, *Challenges, Realities, Strategies* is available in alternative formats by contacting the Commission office.

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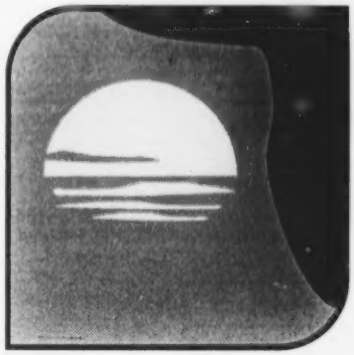


In *Challenges, Realities, Strategies: The Master Plan for Postsecondary Education for the 21st Century*, the Commission identifies a limited number of issues believed critical to planning for postsecondary education in the near future. That document focuses on three general areas:

- *Improved use of educational resources,*
- *Economic and human resource development, and*
- *Flexible management and finance.*

These general areas are further divided into five segments:

IMPROVED USE OF EDUCATIONAL RESOURCES

Productivity - Educating more students with limited resources is an essential step in dealing with the dual issues of quality and access. As claims upon state tax revenue outside the postsecondary budget increase and as the number of students seeking higher education also increases, postsecondary education needs to become productive in different ways than in the past.

Interdependence - Florida's education components cannot operate as separate entities. Our education system must function as a continuum and provide for the smooth transition of students from one level to another. Interdependence among education entities and with other social institutions will be a major factor in achieving greater productivity.

ECONOMIC AND HUMAN RESOURCE DEVELOPMENT

Economic Development - Postsecondary education must provide the human resource development, technology transfer, and research that will enable its citizens to be economically and socially productive and the State's business and industry to be highly competitive in a world economy.

Diversity - In order to maximize use of our State's human resources, postsecondary education must respond to the diversity of our population. Institutions must provide greater opportunity for all students to achieve to their fullest potential through changes in the curriculum as well as through diversification of their faculty and students.

FLEXIBLE MANAGEMENT AND FINANCE

Finance, Pricing, Incentives - Postsecondary education cannot expect growth in per student funding to match increasing demands and costs of quality postsecondary education. To serve more students in the face of less than "normal" funding of the 1980s, new flexible management models for cost reduction, resource allocation, and revenue enhancement must be designed and implemented.

In order to present the issues succinctly and directly, the Commission purposely omitted much supporting material from the *Master Plan* document, electing to provide this *Supplement* as a companion piece. Thus, the *Supplement* presents a more extended picture of the advice, research, testimony, and discussion that took place during the 18-month development of the *Plan*. The *Supplement* begins with excerpts from the experts who contributed to the *Preliminary Scan* with which the planning process began, followed by major demographic indicators that outline the context in which Florida and the *Master Plan* must operate. Finally, each of the major challenges outlined in the *Plan* is addressed in greater detail with statistical documentation, specific strategies and, where appropriate, examples of promising practices.

As further background, Appendices to the *Supplement* include a list of those individuals who actively assisted in the development of *Challenges, Realities, Strategies*, either through committee meeting participation, written or verbal testimony, expert opinions, or reactions to preliminary drafts. The Commission extends appreciation to all of those who participated throughout the development of the *Plan*. Their contributions ensured the *Plan* would serve the citizens of the State. Also included is a list of the goals adopted under *Blueprint 2000* to which postsecondary education must attend if our entire education system is to reach its fullest potential.

PRELIMINARY SCAN

In the Spring of 1992, the Commission undertook a comprehensive review of the *Master Plan* in preparation for publication of a document in 1993 to assist Florida's postsecondary education system as it embarks on the 21st century. Rather than rewriting the original *Master Plan*, much of which remains relevant and timely today, the Commission assessed the current environment; identified a number of major challenges facing postsecondary education; and developed priority goals, objectives, and action steps related to these challenges.

Times of change call for vision that is not only 20-20 but peripheral as well. An initial step in the creation of the 1993 *Master Plan* was the

identification of a small group of key individuals representative of the beneficiaries of postsecondary education. To obtain as broad a perspective as possible, emphasis was placed on persons outside of the postsecondary education community. Those who contributed to the scanning process are listed in **Appendix A**. Among the entities represented are government, labor, private business, the communications media, and educators. As the plan developed, opportunities were arranged for input from individuals in all educational sectors as well as other interested persons.

The individuals contacted by the Commission were asked to comment on the following issues in writing or with any prepared document deemed relevant:

- *What are the strengths and weaknesses of our current system of postsecondary education?*
- *What changes are required?*
- *How can the system make greater contributions to the respondent's professional area or sector? What issues, educational or otherwise, are of paramount importance as Florida moves toward the year 2000?*

The following passages illustrate the responses received.

PASSAGES FROM THE PRELIMINARY SCAN

"Please consider colleges and universities not as discrete institutions, but as part of a web of institutions that build community, foster public conversation and learning, and make democracy possible. It has been said that it takes a community to raise and educate a child, parents can't do it on their own." *Roy Peter Clark, Dean of Faculty, Poynter Institute of Media Studies.*

"As we approach the twenty-first century, the demand for workers in Florida will be affected by technologies, changes in consumer lifestyles and purchasing habits, changing business practices, and shifting population patterns. However, the most important factor influencing job demand will be education. Workers with more education will be in greater demand, will earn more, and be employed in the faster-growing occupations." *Florida Department of Labor and Employment Security*, Florida Workforce 2000: A Snapshot of the Future, *1992*.

"...I point to three realities which necessitate changes in schooling methods: 1) the changing role of the family, 2) the increasingly global nature

of the economy, and 3) the need for life-long learning." *U.S. Senator Bob Graham.*

"Florida should establish an education innovation system jointly owned by the State's universities, the private sector, and the K-12 system. Resembling the Agricultural Extension Service, such a system would identify 'best practices,' provide a source of new teaching and learning techniques developed by academics and teachers together in real classrooms, and develop effective methods of preparing new teachers." *Education Committee of the Governor's Commission for Government by the People,* Committee's Final Report, *1991.*

"...Teacher education needs to address...educating teachers to be leaders once again....Communication among all the people concerned with the child's total education from school entry to school exit is essential to producing well prepared workers and citizens." *Kathleen Huie, 1992 Florida Teacher of the Year.*

"Maternal-child health is a priority for Florida. Healthy babies will lead to healthy school aged children who function more productively within the educational system....Increased enrollment in postsecondary nursing educational programs, especially baccalaureate and graduate programs, will help overcome the lack of personnel available to provide prenatal and child health services." *Charles Mahan, Deputy Secretary for Health and State Health Office.*

"The quality of the output of our educational system...[is] totally unacceptable. We have brilliant engineers who cannot communicate. We have financial analysts who have never learned to participate collaboratively as members of a team....We have managers with no understanding of the power of cultural diversity." *Ed Bales, Motorola University, 1991.*

"The economic problems of this decade threaten not only to create huge economic class differences among its present working population, but even a larger and more dangerous disparity in education among ethnic groups. Economic austerity and belt tightening measures...affect the poorest classes among us the most, and the majority of the poor in America are the ethnic minorities." *Mario Cartaya, Architect and Trustee of Broward Community College.*

"I believe that an appropriately skilled work force holds the key to Florida's economic future....We need to link educational programs with training needs of business and industry if we are to make efficient use of limited resources for the improvement of our educational accomplishments and the economic condition of our State." *Betty Castor, Commissioner of Education.*

The comments contained in the *Scan* are both insightful and thought provoking. As indicated at the outset, this information gathering was not intended to be exhaustive but rather a first step in identifying needs and opportunities for postsecondary education to be of service to our State. While priorities must be set within the context of current realities, the Commission is committed to striving for what ought to be and not merely what can be.

DEMOGRAPHICS

As in previous master planning efforts, an early step in developing *Challenges, Realities, Strategies* was to collect and analyze current demographic, educational, social, and economic data about Florida. The data compiled were used by the Commission in carrying out their planning responsibilities by identifying the needs of the State and then exploring the ways postsecondary education could best respond to the identified needs. The information, concerning the State's population, postsecondary education enrollment patterns, and educational attainment helped to define the five challenge areas addressed in *Challenges, Realities, Strategies*: Productivity, Interdependence, Economic Development, Diversity, and Finance, Pricing, Incentives.

POPULATION

During the 1980s, Florida's population rank changed from seventh to fourth largest state in the nation with 12.9 million people. Its growth rate in the 1980s also ranked fourth nationally with its population increasing 32.7 percent for the decade, which was slower than the growth rate in the 1970s (43 percent) yet faster than predicted growth for the 1990s (21 percent). The State's population growth rate has exceeded that of the nation over the last forty years (**Figure 1**). Between 1980 and 1990, the population of the State increased by approximately 875 people per day. Of that number, net in-migration accounts for 756 people daily.

By 2010, minorities are projected to make up 53 percent of the State's youth population.

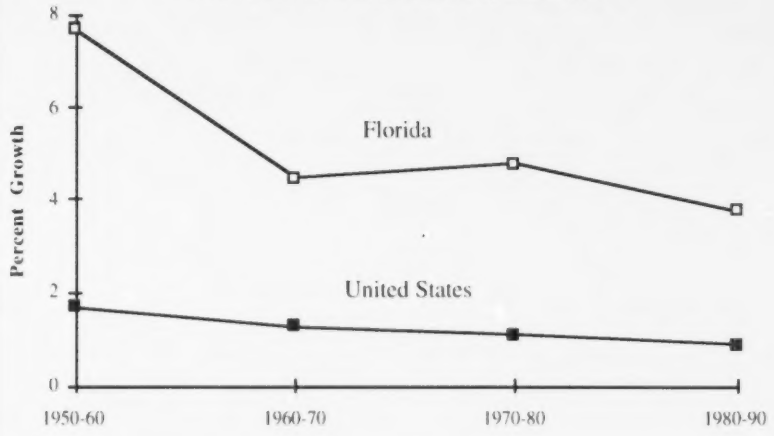
Florida's minority population has increased by 52.3 percent since 1980. Minorities currently comprise 27.2 percent of the State's population, or 3.5 million residents. By 2010, minorities are projected to make up 53 percent of the State's youth population. Of the State's total population, blacks now represent 13.6 percent and Hispanics represent 12.2 percent (compared to 13.8 percent black and 8.8 percent Hispanic in 1980).

While Florida ranks 49th nationally for the percentage of population under age 18, it ranks first in the percentage of people over age 65 (17.6 percent in 1990). The majority of older Floridians (those over 60) are under 75 years of age, female, and white. By the year 2020, it is projected that

Florida's population growth rate outpaced the nation's over the last 40 years.

FIGURE 1

POPULATION GROWTH RATE IN FLORIDA AND THE UNITED STATES, 1950-1990



SOURCE: U.S. Bureau of the Census.

25.7 percent of the State's population will be at least 64 years of age, compared to 17.7 percent nationally. The percentage of people at least 64 years of age in 2020 is projected to be greater than the percentage of youth (22.5 percent for persons age 0-17).

ENROLLMENT PATTERNS

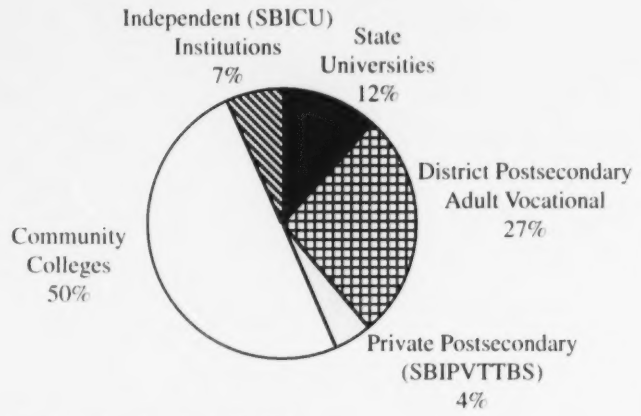
The number of Florida public high school graduates fluctuated annually during the 1980s, but showed a slight increase for the decade (88,755 in 1980-81 to 88,934 in 1989-90). The number of public high school graduates is predicted to increase annually in Florida between 1990-91 until 2007-08, from 86,640 to 149,488--a 72.5 percent increase in 17 years.

In 1992-93, more than 1.6 million people participated in postsecondary education in Florida (**Figure 2**). One-half of the participants were enrolled in the public community college sector, and a total of 89 percent were enrolled in public postsecondary education. Of the 601,557 participants enrolled in college credit courses in 1991-92, 51 percent attended public community colleges, 30 percent attended state universities, and 19 percent attended independent colleges and universities (**Table 1**). College credit course enrollments have more than doubled since the 1980 level of 301,144.

Of the people enrolled in college credit programs in 1991-92, women constituted 59 percent of public community college enrollments, 54 percent of state university enrollments, and 53 percent of enrollments at

FIGURE 2

FLORIDA POSTSECONDARY PARTICIPATION (HEADCOUNT) BY SECTOR, 1992-93



NOTE: Total number of students = 1,606,933
SOURCE: State University System, State Board of Community Colleges, Division of Vocational, Adult, and Community Education, State Board for Independent Colleges and Universities, and the State Board for Independent Postsecondary Vocational, Technical, Trade, and Business Schools. Compiled by Postsecondary Education Planning Commission.

In 1992-93, more than 1.6 million people participated in postsecondary education in Florida.

independent institutions (**Table 1**). The proportion of women increased in each sector since 1980.

Minority enrollments comprised an increasing share of college credit course participation in 1991-92 as compared to 1980 and following decreases mid-decade. Black enrollments increased slightly to 10.6 percent in public community colleges, 10.2 percent in state universities, and 14 percent in independent colleges and universities (**Table 1**). Hispanic enrollments also comprised an increasing share of college credit course participation in 1991-92 as compared to 1980. Hispanic enrollment increased to 13.2 percent in public community colleges, 12 percent in independent colleges and universities, and 10.1 percent in state universities. The share of Hispanic students in the community college sector in 1991-92 represents a slight decrease from the share in 1985 (13.3 percent). As minority enrollment share increased, white students continued to represent a decreasing share of collegiate enrollments. The proportion of whites decreased in the community college sector to 72.2 percent in 1991-92 (from 73.6 percent in 1980), in state universities to 72.5 percent (from 81.6 percent), and in independent colleges and universities to 70 percent (from 70.6 percent).

Minorities comprise approximately 28% of college credit course participation.

TABLE 1

HEADCOUNT ENROLLMENTS PERCENTAGES BY GENDER AND RACE/ETHNICITY BY SECTOR 1991-92

	COMMUNITY COLLEGES	SUS	INDEPENDENT INSTITUTIONS
Enrollment (Headcount)	308,376	181,889	111,292
Male	41.1%	46.3%	48%
Female	58.9%	53.6%	52%
White	72.2%	72.5%	70%
Black	10.6%	10.2%	14%
Hispanic	13.2%	10.1%	12%
Asian	2.0%	3.0%	NA

SOURCES: Report for Florida Community Colleges, The Fact Book, 1991-92; Fact Book, 1991-92, State University System of Florida;Annual Report 1991-92, State Board of Independent Colleges and Universities. Compiled by Postsecondary Education Planning Commission.

EDUCATIONAL ATTAINMENT

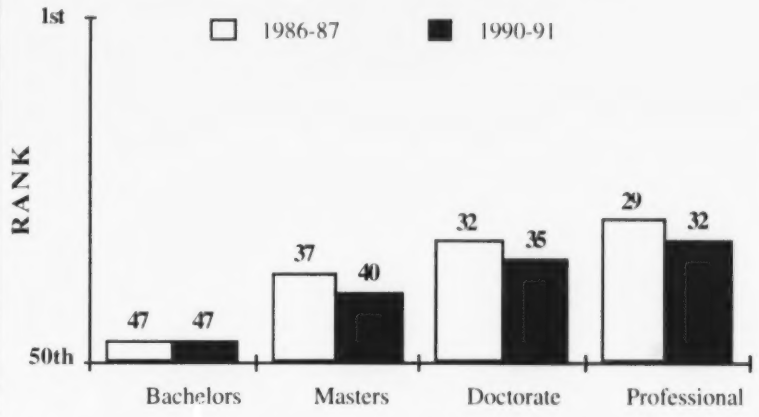
In 1990, 77.9 percent of Florida's population over 25 years were high school graduates. The high school graduation rate for whites in Florida was 80.8 percent and for blacks, 58 percent. The percent of the population over age 25 who had completed college in Florida was 19.8 percent compared to 21.1 percent nationally in 1989. The percent of the black population in Florida over age 25 who had completed college (10.9 percent) was about half the rate for white adults (20.9 percent). Approximately 16 percent of the Hispanic population over 25 had completed college as of 1989.

In comparison to other states, Florida ranked 47th in bachelor's degrees granted per 100,000 working age population in 1990-91 (**Figure 3**). In 1990, 12 percent of Floridians held a bachelor's degree, ranking the State 33rd nationwide and reflecting the in-migration of baccalaureate-degreed people. In 1990-91, Florida ranked 40th in master degrees granted per 100,000 people (down from 37th in 1986-87) and 35th in doctoral degrees granted.

The demand for postsecondary education is affected in part by labor market needs. It is predicted that the economy both in the United States and in Florida will slow from previous years. The major reason for the State's slowdown is related to changing demographics. Average annual population growth will slow to 1.7 percent for the 1990-2005 period,

FIGURE 3

FLORIDA'S RANK FOR DEGREES GRANTED PER 100,000 WORKING AGE POPULATION



SOURCE: Reported for 1990-91 in Digest of Education Statistics 1993 by the National Center for Education Statistics. Compiled by MGT of America, Inc., 1993.

Nationally, Florida ranks lower in baccalaureate degrees than in graduate degrees granted.

down from 2.8 percent per year for 1975 through 1990. The slower population growth over the next fifteen-year period can be attributed to: 1) a decline in the national population of highly mobile young persons (age 20-39); 2) little change in the national population of retirees (those persons age 65-74); and 3) a rise in out-migration from the State.

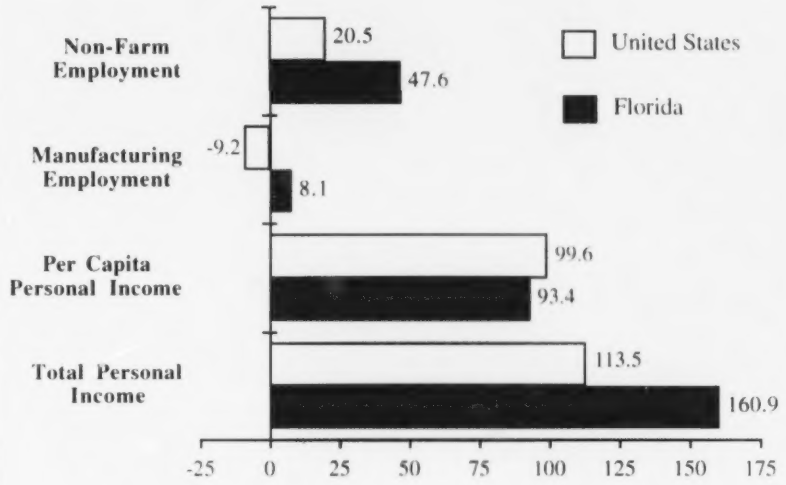
Between 1980 and 1991, Florida's growth in non-farm and manufacturing employment and total personal income outpaced that of the nation, while growth in per capita personal income lagged that of the nation **(Figure 4)**. By the 21st century, over two million new jobs are expected to be created in Florida. The majority of those jobs (approximately 93 percent) will be in the services and trade industries which require less training and provide lower salaries than jobs with higher growth rates. Of the ten fastest growing jobs in Florida, seven are expected to be in health care occupations which will grow 70.3 percent during 1990-2005. Eating and drinking businesses will show the second largest growth at 62 percent, followed by food stores (52 percent) and business and related services (49 percent). Of the twenty fastest growing occupations in Florida, four are in data processing and computer related occupations.

By two of the most commonly used measures--employment and real personal income--Florida's long-term percent growth rate (average annual percent change) between 1990 and 2005 will be the slowest of the five fifteen-year periods since 1930. Despite the slowdown, percent growth rates for employment (2.3 percent per year) and real personal

Growth in per capita personal income lagged that of the nation.

FIGURE 4

PERCENT CHANGE IN ECONOMIC MEASURES, 1980-1991



SOURCE: Florida Department of Commerce.

income (2.9 percent per year) will continue to exceed those of the nation. The forecast growth rate of real per capita income (1.1 percent per year) equals that forecast for the nation.

SUMMARY

While the slowing growth rate of Florida's population will afford the State the chance to "catch-up" to the unprecedented growth of the last few decades, it will challenge policymakers and educators in different ways. Florida's elderly population will increase along with small increases in the school-age population. The share of school-age population represented by minority youth, however, will grow rapidly to the point of majority by 2010. Individual and state economic prosperity will depend upon increasing the educational attainment of all Floridians and, in particular, better educating the minority population, a group of Floridians that postsecondary education has failed to adequately reach in the past.

PRODUCTIVITY

Educating more students with limited resources is an essential step in dealing with the dual issues of quality and access. As claims upon state tax revenue outside the postsecondary budget increase and as the number of students seeking higher education also increases, postsecondary education needs to become productive in different ways than in the past.

STRATEGIES

Focus Mission Statements

- **Ensure that institutional mission statements allow for efficient use of resources.**

Accountability will continue to be the principal way of responding to productivity questions. In order to provide on-going, relevant information to the public, assessment of state and institutional missions as well as goal achievement must be an integral part of postsecondary education at all levels. In its 1992 report, *Outcomes Assessment in Postsecondary Education*, the Commission found that Florida has no comprehensive assessment policy at the state level. Consequently, there are no established goals to determine if the postsecondary system is fulfilling its mission. The 1993 Legislature directed the Commission to review the accountability plans of the State University System and the Community College System and address the extent to which the institutional and systemwide plans should be modified to provide for specific, measurable goals. As part of this study, the Commission identified characteristics of an accountability process at the state level and possible statewide goals based on the State's mission statement for Florida's system of postsecondary education.

Align institutional mission statements and use of resources.

In addition to state-level assessment needs, the Commission has also emphasized the need for better assessment of effectiveness at the institutional level, particularly in relation to undergraduate instruction. The *Master Plan Update* (1988), contained several recommendations to enhance undergraduate instruction; one suggestion called for the Board of Regents to provide guidelines for each of the state universities for the development of an outcome assessment program to be applied to a representative sample of their graduating classes. The Commission reiterates that recommendation and suggests expanding this approach to include community colleges as well as universities. Thus, both the Board of Regents and the State Board of Community Colleges should provide guidelines and assistance to their institutions in designing and implementing a comprehensive outcome assessment program to examine the effectiveness of the institutions. Such a program would draw upon existing accountability requirements and incorporate additional activities such as an outcomes-focused examination administered to a small repre-

sentative sample of students annually in the graduating class. The point of this examination would be to assess the institution, not the individual students.

- **Eliminate excessive program duplication and low productivity programs at the institutional level with governing board leadership and guidance.**

The State University System has taken steps to address degree productivity through identification of low productivity programs and further study of those programs during the program review process. As part of the accountability statute for the state universities, in early 1993 the Board of Regents reported on degree productivity. "Low productivity" programs were defined as those programs with fewer than three graduates in any one or more of the previous five years. The Board identified 647 programs in 1992 that met the "low productivity" criterion. Of these, 43 percent were graduate-level programs. The Board cautions, however, that several additional factors need to be considered when flagging low productivity programs, including demand, cost, program age, program level, and the nature of the discipline.

Eliminate excessive program duplication and low productivity programs.

Program productivity in the Community College System is examined primarily through the program review process. At the first level of the System's program review process, the Division of Community Colleges assists the colleges in identifying low productivity programs. During the second phase, each college reviews those programs that it is concerned about. Each college determines which programs it will retain or terminate. Degree productivity is also an issue in statewide reviews of academic and vocational programs.

STRATEGIES

Reinforce Undergraduate Instruction

- **Increase the proportion of faculty time dedicated to undergraduate instruction.**

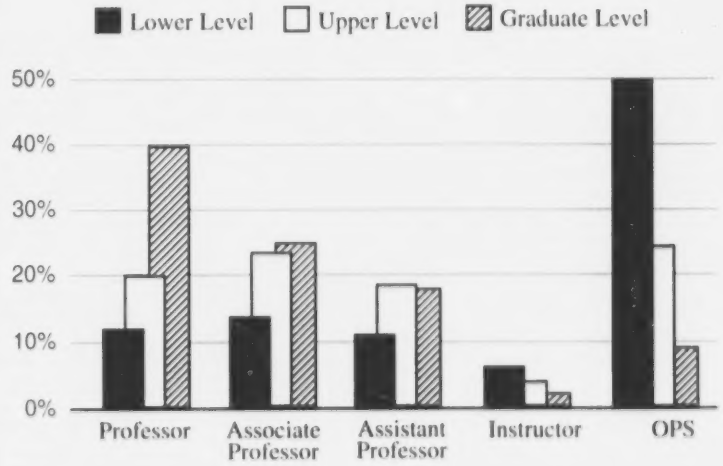
There is widespread perception that faculty spend too little time teaching, particularly undergraduates, and too much time conducting research. National studies reveal that university faculty spend approximately one-half of their time on instruction. An SUS expenditure analysis reveals that 53 percent of the Instruction and Research budget is spent on instructional costs, yet there is much variation in the number of contact hours (at least 50 minutes of classroom instruction) university faculty members generate, the amount of research time they are assigned, and the number of university and community activities they undertake. There

is also a growing dependency on the use of part-time faculty at universities and community colleges--regardless of institutional mission and student constituency. In the SUS, 50 percent of lower level undergraduate contact hours are generated by part-time, "other personal services" (OPS) faculty (**Figure 5**); institutional percentages range from a high of 61 percent to a low of 27 percent. Senior ranked faculty (professors and associate professors) generate 39 percent of *all* undergraduate contact hours systemwide (**Figure 6**). Among the nine state universities, the proportion of these faculty generating undergraduate contact hours ranges from a high of 46 percent to a low of 35 percent.

Central to the undergraduate instruction issue is the fact that reward systems historically did not adequately recognize teaching. However, the State as well as some institutions have initiated reforms to encourage more faculty members to teach more and to improve their teaching. The 1993 Legislature appropriated $5 million to the State University System to create the Teaching and Departmental Incentive Program. Designed on a competitive basis, the purpose of this program is to recognize, promote and stimulate high quality and productive teaching. Illustrative of

FIGURE 5

STATE UNIVERSITY SYSTEM PERCENT OF CLASSROOM CONTACT HOURS BY FACULTY RANK AND LEVEL OF INSTRUCTION, 1991-92



SOURCE: Board of Regents Education and General I and R data file, 1991-92. Compiled by Postsecondary Education Planning Commission.

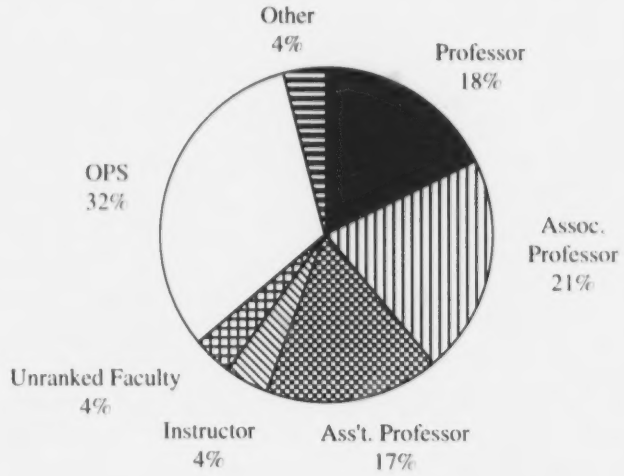
NOTE: OPS = Other Personal Services. Includes a variety of instructional personnel such as teaching assistants and associates, graduate assistants, lecturers and several categories of adjunct faculty. May also include faculty members who are paid out of OPS funds for teaching overloads or summer sessions. The largest number of lower level (60%) and upper level (38%) OPS contact hours are generated by graduate or teaching assistants. Regular tenure track faculty generate 2% of lower level OPS contact hours and 13% of upper level OPS contact hours. The remaining OPS contact hours are generated by adjunct faculty and/or instructors.

50% of lower level undergraduate contact hours are generated by Other Personal Services personnel.

Senior ranked faculty generate 39% of undergraduate contact hours in the SUS.

FIGURE 6

STATE UNIVERSITY SYSTEM PERCENT OF UNDERGRADUATE CONTACT HOURS BY FACULTY RANK, 1991-92



SOURCE: Board of Regents Education and General I and R data file, 1991-92.

reform at the institutional level, the College of Business Administration at the University of Central Florida has developed a faculty workload option plan, a work assignment and evaluation system designed to capitalize on each faculty member's professional strengths and evaluate and reward each member relative to those strengths.

STRATEGIES

Make Better Use of Technology

- **Design a comprehensive educational telecommunications policy that focuses state resources on specific educational goals and provides guidance for funding and planning.**

The use of computer software programs, satellite feeds, electronic bulletin boards, interactive networks, multimedia equipment, and automated library/information networks can enhance the educational process for students. As computers and technological advances become more a part of mainstream life, the use of technology by students, faculty and staff is beginning to increase. Additionally, by expanding the opportunities for teaching and learning beyond the boundaries and limitations of the traditional classroom, educators can reach underserved populations and regions more easily than before. Florida has invested considerable resources in the automation of its university and community college li-

braries, the development of a statewide satellite network (SUNSTAR), the support of a system of public broadcasting stations and the development of a statewide information resource network (FIRN). A primary goal for the State should be using advances in technology to develop and deliver instructional resources and programs to individuals located not only in educational facilities, but remotely to business, community facilities, homes, libraries, and prisons. Yet, the systematic use of educational technology in postsecondary instruction has been slow and sporadic at best.

Use technology to expand teaching and learning opportunities.

Investments in educational technology present challenges for state policymakers because of the size of the investment required and the speed at which technology changes. Decisions concerning types of software, hardware, and data protocols can have serious repercussions for the future connectivity and expandability of existing systems. Since technology is expensive, flexibility, adaptability and expert advice are critical factors in the creation or adoption of any telecommunications system. In the 1982 *Master Plan for Florida Postsecondary Education* the Commission recommended that a statewide invitational conference be convened to discuss ways to ensure policy development for educational technologies such as computers and telecommunications technologies. Further, in its 1990 study, *The Florida Public Broadcasting System*, the Commission questioned the cost effectiveness of funding future educational telecommunications services without the guidance of a comprehensive state policy. The Commission recommended that a task force with wide membership be commissioned under the auspices of the State Board of Education to recommend a clear, comprehensive educational telecommunications policy for the State of Florida. Although no such overall guiding policy currently exists, some promising developments have occurred.

- The Department of Education has created the Bureau of Educational Technology to coordinate its technological initiatives.

- A draft implementation plan has been developed for the Florida Remote Learning Service which is designed to provide and deliver quality educational material and programming.

- Discussions have begun among representatives of the department and the major telecommunications companies in Florida concerning the best method for providing educational services over existing lines and networks.

- Both the State University System and the State Board of Community Colleges have included use of educational technology within their respective master plans.

- The library automation projects in the universities and community colleges can interconnect and share information and resources.

- The Florida Information Resource Network (FIRN) now provides access to electronic mail and other educational services to educators and students throughout Florida.

Coordinate school district and postsecondary technology initiatives.

Just as computing systems are now linked for increased efficiency, state agencies and projects that utilize educational technology must begin to coordinate their efforts more closely. Many of the new initiatives in educational technology have occurred in the K-12 sector. If the educational experience is to be viewed as a seamless continuum from kindergarten through graduate school and beyond, discussions and pilot projects concerning staff training, acquisition of equipment, data transmission and networking standards, instructional methods and technology based curricula should involve all of the sectors. The acquisition and use of technology and the creation of new initiatives and programs in the secondary and postsecondary sectors should be coordinated through the Bureau of Educational Technology. This would ensure that the State's technological resources are used to their best advantage and help to reduce duplication of effort. Many opportunities for collaboration between school districts and the postsecondary sector are possible:

- Community college and university satellite dishes could be used to receive and broadcast educational programs to school districts over ITFS stations.

- Community college and university faculty, staff and technological facilities could be used to produce telecourses and other educational programming for the classroom or the special needs of state agencies and private business.

- Electronic classrooms located at a community college or university could be used to provide opportunities to expand dual enrollment opportunities for high school students or to provide specialty courses to students at remote colleges and universities.

- Community college and university libraries could be used as educational technology resource centers where students and teachers could receive information, training and access to resources provided by the Department of Education.

While considerable technological advances have occurred since the Commission's recommendations were made, a clear comprehensive telecommunications policy that focuses the State's technological resources on the accomplishment of specific educational goals would provide needed guidance for the future. The creation of such a policy should be

the work of a task force with wide membership from business and industry, both public and private educational sectors, agencies responsible for state telecommunications services such as the public service commission, public and private broadcasting companies, major telecommunication companies, representatives from the arts, sciences, healthcare and libraries, legislative representatives and citizens. The task force should address state policy and the role of technology through the accomplishment of four important tasks.

Create a comprehensive telecommunications policy.

- The task force should determine the State's future educational telecommunications policy based on the needs of Florida's citizens. Some of those needs might include instructional programs aired over the public broadcasting system and supplemented with textbook assignments and course outlines from teachers; business training programs produced through higher education facilities, recorded on video cassettes, laserdiscs or transmitted over a computer network, and financed by the private sector; and, computer technologies designed to provide interactive curricula for a variety of disciplines.

- The Florida task force should undertake a review of telecommunications services and capital investments offered in the systems of other states to compare the feasibility of existing versus emerging technologies, to gather cost information on potential telecommunication services, and to gauge the base of support of the telecommunications services planned for those states.

- The task force should examine whether the State is maximizing its current investment in educational technology and telecommunications services.

- The task force should compare existing educational technologies and telecommunications services with those services the State desires to provide and outline necessary steps to address the needs identified.

STRATEGIES

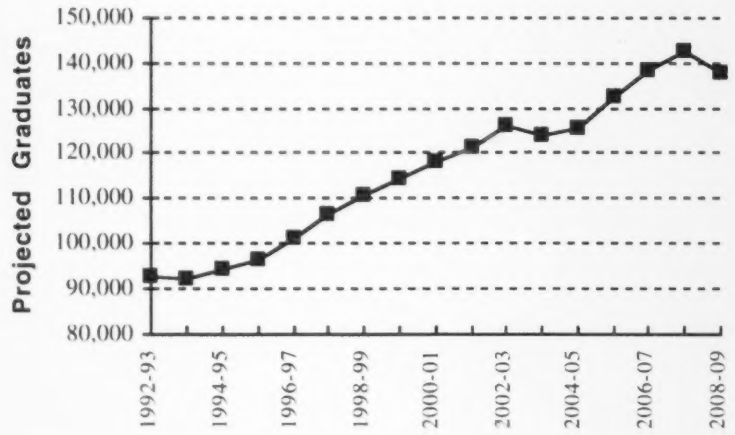
Improve Access to a Degree

Figure 7 illustrates the growth anticipated in the number of Florida public high school graduates over the next 15 years. Approximately 44 percent of the 1991-92 Florida high school graduates with valid social security numbers were found continuing their education in the public postsecondary education system or as full-time students utilizing the Tuition Voucher in one of Florida's independent colleges and universities. Nationally, Florida ranks 43rd in the proportion of high school graduates enrolled in four-year institutions (**Figure 8**). A major reason

The number of high school graduates will increase by 35% between 1991 and 2001.

FIGURE 7

FLORIDA PUBLIC HIGH SCHOOL GRADUATES PROJECTED 1992 - 2009



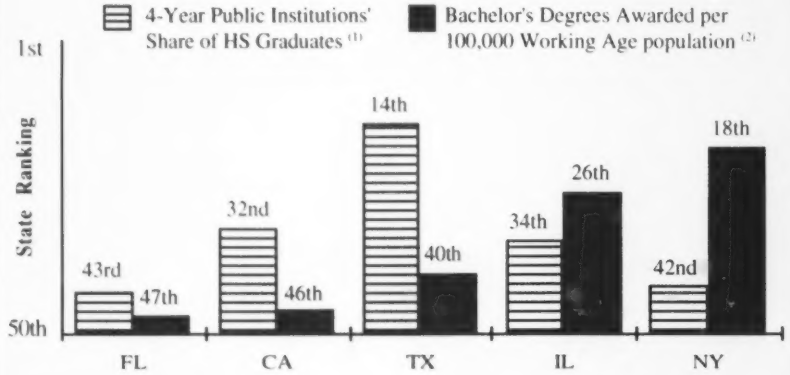
SOURCE: Florida Department of Education, 1993.

for this relatively low ranking is our State's historic commitment to a strong system of community college/university articulation. We also rank low (47th) in the number of bachelor's degrees awarded per 100,000 working-age population. **Figure 8**, however, illustrates that there is little correlation between a given state's rankings on initial enrollment and

There is little correlation between rankings for initial enrollment and degrees awarded.

FIGURE 8

INITIAL ENROLLMENT AND DEGREES AWARDED FOR SELECTED STATES



NOTES: (1) NCES unpublished data, February 1993, from Fall 1988 IPEDS reports. Includes actual public high school figures and private high school estimates.
(2) Working-age population includes ages 18 to 44, 1990 Census. Degrees awarded includes public and private institutions and is reported for 1989-90 in 1992 Digest of Education Statistics, *NCES.*

SOURCE: Compiled by Postsecondary Education Planning Commission.

degrees awarded. If the interest among recent high school graduates to enter postsecondary education continues at current rates, approximately 62,100 recent graduates will need to be served in 2007, compared to 39,600 in 1991. While access is a critical need, it must extend beyond initial entry and address such issues as retention and time to degree, the competencies acquired, as well as the number and type of degrees (associate, baccalaureate, etc.) the market actually demands.

- **Improve retention to degree rates at the associate and bachelor's degree level without sacrifice of standards.**

Retention-to-graduation data from the State University System indicate that of the 1984-85 cohort of first-time-in-college students, 15 percent had graduated after four years and 49 percent had graduated after six years. No comparable data are yet available from the Community College System for associate of arts or associate of science students.

Contain program credit requirements for graduation.

One factor in lengthened time to degree completion is the number of credits required by a program for graduation. This problem exists within both the community colleges and the universities. One of the accountability measures for the SUS is the number of credit hours necessary to earn a bachelor's degree, with 120-128 as the desired credit hour range. In early 1993, the SUS reported that of 602 bachelor's degree programs, 82 percent fell within this range. Board of Regents staff have been working with its institutions during the past year to move more programs within the range of 120-128, recognizing that some programs are appropriate exceptions to the desired range. While the State Board of Community Colleges reviews similar data with its institutions, the authority to establish program degree requirements rests within the individual college.

Dual enrollment is a mechanism that has been used by the State for several years to encourage high school students to enroll in postsecondary education, foster retention following enrollment, and support students' advancement through their academic program for speedy degree completion. Dual enrollment is the enrollment of an eligible secondary student in a postsecondary course creditable toward a vocational certificate or an associate or baccalaureate degree. Dually enrolled students are exempt from payment of registration, matriculation, and laboratory fees. Early admission is a form of dual enrollment whereby eligible secondary students enroll in a postsecondary institution on a full-time basis in courses that are creditable toward the high school diploma and the associate or baccalaureate degree. Although dual enrollment has the potential of promoting access and choice, recent attempts to retrieve data from the systems' data bases to determine the impact of dual enrollment have been unsuccessful. The implications that dual enrollment has for the State are also evident in the budget process because dually enrolled stu-

dents generate additional FTE for both the school district and the postsecondary institution. In its 1991 report *Student Access to Higher Education*, the Commission reported a dramatic increase in dual enrollment in the Community College System between 1983-84 and 1988-89. The number of students dually enrolled in associate degree programs jumped from 2,337 to 14,318 during that five-year period.

As a result of one of the Commission's regional forums in preparation for this *Master Plan*, a reactor questioned assumptions underlying articulated mechanisms such as dual enrollment by stating:

> Many students do not shorten their college experiences by utilizing advanced standing credits. In the case of dual enrollment, both high schools and community colleges (or other postsecondary institutions) collect funding. This often leads to a reduction in educational standards, especially when such courses are taught in the high school....Sometimes advanced standing students arrive at the university with college credits in basic courses but fail placement tests. More important, the credits amassed through programs of advanced standing often have little relevance to the student's chosen degree program.

Examine the impact of dual enrollment.

As noted above in the discussion of technology, the potential for dual enrollment to enhance access and productivity continues to develop. Concurrently, important issues that need to be addressed involve collection and analysis of reliable, comprehensive data on dually enrolled students and their courses; the quality of faculty, curriculum, and courses; retention and graduation rates of dually enrolled students; and fiscal impact of the program, including cost benefits and drawbacks.

- **Explore alternatives for obtaining a baccalaureate education.**

Florida needs to seriously consider different options for students to pursue the bachelor's degree. For example, collaboration between two-year public community colleges and four-year public and private institutions may result in students taking courses at the two-year campus to complete upper division work. The baccalaureate degree would then be granted by the participating four-year institution. Increased use of appropriate technology in the teaching/learning process may be an alternative in some instances to help students accumulate required credits for degree completion. Regents College in New York offers students a different set of alternatives. Regents College is operated directly under the New York Board of Regents and offers a limited number of associate and baccalaureate degrees. Each program has faculty from around the State who set criteria for the course of study. Credit can be obtained through: (1) proficiency examinations such as CLEP; (2) credit earned at any recognized institution throughout the country; or (3) demonstra-

tion of prior experience and competencies to an independent assessment panel.

- **Increase utilization of independent schools, colleges, and universities.**

The Commission continues to endorse the Tuition Voucher Program as the State's primary mechanism for supporting a strong independent postsecondary presence in Florida. Additionally, in order to assure equity between the public and independent sectors in the competition for private fund raising, the Commission would support establishment of a limited matching endowment program. We reiterate this proposal submitted as a recommendation presented in the 1988 *Master Plan Update*:

> The State should support a limited matching endowment program for those independent institutions which participate in the Tuition Voucher Program. Guidelines for the program should be comparable to those established for existing endowment and matching programs available to public postsecondary institutions.

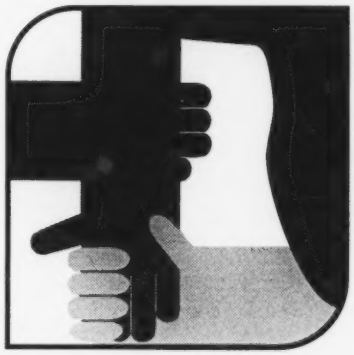
Increase use of the independent sector.

Any such program should be accompanied by clear procedures which would assure strict accountability in the receipt and use of state funds for this purpose. Expenditure of interest or other income accruing from the endowment should be limited to support for professorships, library resources, scientific and technical equipment, and non-athletic scholarships. Guidelines in place for the public programs should be applicable. For example, a base amount should be established for each eligible institution as well as a maximum award per institution in order to avoid concentrating all available funds in one or two locations. State funds should be used to match new dollars obtained by the institution in excess of existing endowments and other previous donations. Institutions receiving state support through the endowment program should be expected to adhere to the State's equal access policy established in Section 228.2001, F.S. While the Commission, as an advisory body, should not administer this program, it should after three years evaluate the effectiveness of this strategy and make appropriate recommendations at that time regarding its continuation or modification.

Other options to enhance the utilization of the independent sector are joint-use facilities and state funding support for articulation of associate of arts graduates to independent institutions. In the case of the latter option, the State Board of Community Colleges and the Independent Colleges and Universities of Florida have signed an articulation agreement to assist students in transferring from a public community college to an independent college or university in Florida. Also, the Legislature authorized an "access grant" to provide additional financial aid solely

for graduates of associate of arts programs in the State's Community College System who elect to transfer to an independent postsecondary institution for upper division work toward a bachelor's degree. An appropriation has not been made for this grant, however.

INTER-DEPENDENCE



Florida's education components cannot operate as separate entities, independent of societal change. Our education system must function as a continuum and provide for the smooth transition of students from one level to another. Interdependence among education entities and with other social institutions will be a major factor in achieving greater productivity.

STRATEGIES

Strive for One Coordinated Education System

Florida's system of education must function as one coordinated delivery system in order to efficiently utilize limited state resources, to reduce the duplication of education programs and services and to implement the *Blueprint 2000* law that calls for a restructuring of the State's K-12 education system (**Appendix B**). Collaborative partnerships among all education sectors will be needed to make public schools more productive and to train teachers to meet the increasingly diverse needs of our State's students and schools.

Emphasize a continuum of education.

As *Blueprint 2000* is implemented in Florida, both the K-12 education system and postsecondary education will be continually reexamined. Reform will occur, however, in an increasingly fragile education system that can no longer anticipate significant increases in state funding. With the State Articulation Agreement as a framework for the system, high school graduates continue to have open access to the State's community colleges, and community college associate of arts graduates have direct access to the State University System. Tension in the education system continues to increase, however, due to projected increases in high school graduates and due to enrollment pressures at the upper division level of the universities. Further, the gap between basic skills required for high school graduation and the skills necessary for college level work has widened which has caused the increasing expenditure of postsecondary resources for remediation. At the university level, pressures on the upper division due to increasing demand for spaces and the rigid prerequisites and sequence of many baccalaureate programs are having a profound effect on transfer students. These issues of student transition should be primary considerations in the planning to implement *Blueprint 2000*. It will be crucial that educators and policymakers at all levels maintain a broad perspective and focus on the total state system of education.

- **Review the process of student articulation to identify and remove barriers that may exist to the smooth transition of students.**

Within this process of education reform, commitment to the State Articulation Agreement should remain strong to promote and to facilitate

Reexamine and update existing articulation agreements.

the smooth transition of students from high schools to community colleges to universities. Existing agreements should be reexamined and updated and new articulation agreements developed among high schools, community colleges and public and private universities. The State Articulation Coordinating Committee should have an increasing role in facilitating such agreements and monitoring their implementation. The Committee, in conjunction with the Board of Regents and the State Board of Community Colleges, should compile a list of all existing agreements and make the compilation available to the State's school districts, colleges and universities.

- **Utilize the "Statement of Cooperation" to attain one coordinated system of education in the State and to implement the tenets of Blueprint 2000.**

The Postsecondary Accountability Articulation Committee, which was formed to gain input from the postsecondary sectors on the implementation of *Blueprint 2000*, approved a "Statement of Cooperation" that was signed by the chairs of the state-level boards. The Statement (**Appendix C**) expresses that all postsecondary sectors agree to work together to facilitate the reform and restructuring of the K-12 system in Florida.

A progress report on activities designed to gain the involvement of the postsecondary sectors in education reform and in the transition to *Blueprint 2000* schools was approved by the State Board of Education in June. The report identified the following activities:

- The Assessment Committee of the Florida Commission on Education Reform and Accountability has begun to develop a *Blueprint 2000* Assessment System to plan for the impact of resulting credentials and reporting formats on student transition.

- Master Plans are being developed by the Postsecondary Education Planning Commission as well as the Board of Regents and the State Board of Community Colleges that will identify challenges and set priorities for the coming decade.

- As required by action of the 1993 Legislature, the procedures whereby state funds are allocated to Florida's public colleges and universities, specifically the funding models and budgeting procedures of the Board of Regents and the State Board of Community Colleges, will be reviewed during 1993.

- The Education Standards Commission is working with teacher training entities, both preservice and inservice, to develop standards for training *Blueprint 2000* educators and also is reviewing the current process for approval of educator training programs.

The Postsecondary Accountability Articulation Committee will continue to meet as needed to monitor progress on the implementation of its recommended strategies and will report to the State Board of Education in early 1994.

STRATEGIES

Restructure Teacher Education

- **Restructure the State's teacher education programs to require the demonstration of specific teacher skills/competencies needed for Florida's diverse student population and for effective teaching in *Blueprint 2000* schools.**

The tenets of *Blueprint 2000* aimed at curriculum reform, school restructuring and systems change will both require and reward innovation and excellence in teaching. Immediate concerns are agreement and acceptance of a new role for the classroom teacher and more effective approaches for training, certifying and developing teachers.

Reexamine teacher education curriculum and delivery.

As this decade unfolds, students in Florida classrooms will become increasingly varied in their cultural, ethnic, and social backgrounds and experiences, in the economic status and structure of their families and in their range of abilities. The traditional beliefs and methods of how teachers teach and how students learn will not suffice. Preparing future educators for diverse teaching and learning environments will require fundamental changes in college and university practices and bold innovation in teacher education curriculum, administration and delivery.

School reform efforts are influencing the formal teacher education programs statewide as many of the programs are redesigning their curriculum both to focus on the subject matter content of the curriculum and to address the diverse needs of the State's schools. Meaningful teacher education programs must now include components on educational technology, multicultural issues of diversity, performance-based assessment and English as a Second Language (ESL).

The role of community colleges as primary "feeders" to the area colleges of education should be emphasized in the development of interinstitutional teacher education programs. Articulation agreements have been established among certain public institutions that enable community colleges to provide introductory education and core courses in preparation for the professional baccalaureate curriculum. In addition, student interest in teaching is being fostered and supported at a number of colleges through the establishment of future educator clubs.

The Board of Regents is promoting efforts to develop working partnerships among colleges of education, community colleges and local school districts that direct the clinical preparation of prospective teachers primarily in the public schools under the supervision of trained mentor teachers. The following selected programs highlight collaborative teacher education efforts.

- *Teacher Education Alliance* - Florida Atlantic University, Broward Community College and the Broward County School District are collaborating in the implementation of an experimental teacher education program that restructures the curriculum, emphasizes technology and multiculturalism and includes "joint appointments" of professional staff to work across the traditional lines of educational systems.

Promote teacher training partnerships among school districts, community colleges and colleges of education.

- *Alliance for Tomorrow's Teachers* - The University of North Florida, Duval and Clay County School Districts, Duval Teachers United, the Clay County Education Association and the Florida Community College at Jacksonville are working cooperatively to restructure the teacher preparation program while simultaneously assisting three urban elementary schools to produce increased achievement in K-6 students and reduce the attrition rate of beginning teachers placed in urban schools. The *EXCEL/SPRINT* program within this collaborative effort includes the appointment of jointly-funded clinical faculty with appointments at both the university and school districts and the use of district-wide teams of exemplary mentor teachers to help future teachers link theory to best practice through pre-internship field experiences.

- *Suncoast Collegium for Teacher Education* is a partnership with the University of South Florida and the School Districts of Pasco, Hillsborough, Polk, Pinellas, Manatee and Sarasota counties. The partnership is designed to simultaneously reinvent the region's public schools and the programs which prepare professionals for the schools through the establishment of a network of Professional Development Schools. These schools will serve as centers for the preservice and inservice preparation of teachers and the development of new organizational and instructional strategies.

The Florida Department of Education has established the *Florida Academy For Excellence In Teaching* at four sites as collaborative inservice education projects. The four sites are the University of North Florida working with Clay and Duval Counties; Stetson University working with schools in Volusia and Osceola Counties; the University of South Florida working with Pasco County schools; and the Southwest Teacher Education Center working with Glades, Hendry, Charlotte and Lee County

schools. The collaborative academies are designed to pilot a new partnership model for inservice training, to coordinate changes in teacher preparation programs, to encourage research-based instructional strategies and to provide high quality inservice education through networking.

The Department of Education is also operating five *model technology schools* in the State to enable the designated schools to develop curriculum and deliver instruction using the latest advances in education technology.

- **Base teacher certification and licensure upon documented performance, and review state certification policies to be certain that procedures do not impede the employment of qualified individuals as public school teachers.**

There remains an untapped pool of academically talented individuals with an interest in teaching who can be attracted to the teaching profession through alternative methods of recruitment, training and certification. Recent trends in the State, however, have resulted in the reduced viability of the alternate teacher certification process. Although a variety of alternate certification methods has been available in Florida for many years, most colleges of education, school districts and communities have not fully supported the process. As the number of teacher vacancies has decreased due to the budget cuts of the past few years, the supply of teacher candidates has increased to the point that most school districts are able to, and desire to, hire teachers who have matriculated through the traditional professional education and state certification routes. The interest in and demand for alternately trained and certified teachers has significantly decreased and, due to the low level of interest in the process by teacher applicants and by school districts, the 1993 Legislature failed to fund the five statewide Alternate Certification Centers for the coming year.

Recruit and employ exemplary baccalaureate graduates to teach.

Regardless of the current employment climate in Florida public schools, the State Department of Education must work to identify real and perceived barriers to entry for qualified individuals interested in teaching. Rigid and bureaucratic certification standards must be abandoned, and the process must have sufficient flexibility to attract experienced, capable individuals to the teaching profession. Specifically, the State should establish a concentrated program, modeled after *Teach For America, Inc.*, to recruit and train exemplary students from the State's arts and sciences, graduate and professional schools to teach in the State's public schools. More importantly, to strengthen the preparation and selection of teachers for *Blueprint 2000* schools, the State and the school districts must develop and promote a performance driven assessment system of state certification designed to measure outcomes that directly relate to the demonstration of effective teaching.

■ **Establish a statewide plan to increase the number of minority teachers in Florida schools.**

An urgent concern facing the Florida education system is the low numbers and percentages of minorities that are both in the teaching profession and in teacher preparation programs in relation to the percentages of minority students in the State's public schools.

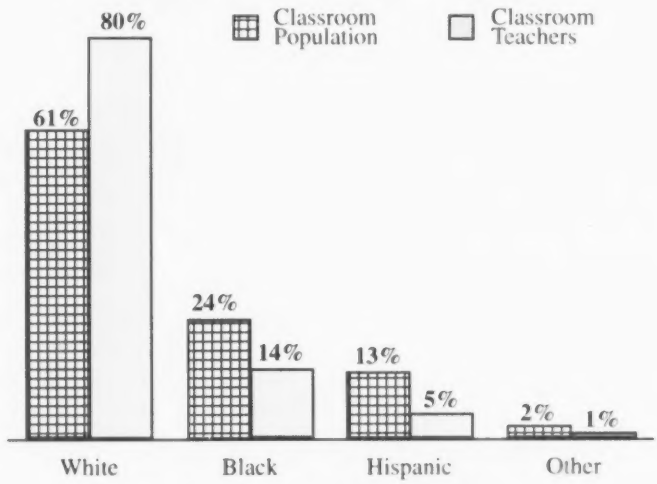
Figure 9 shows that during 1992, 24 percent of the students in Florida's public school classrooms were black compared to 14 percent of the teachers, and 13 percent of public school students were Hispanic compared to five percent of the teachers. **Table 2** compares percentages for blacks and Hispanics over a five year period. As shown, the percentages of black students are increasing at the same time that the percentages of black teachers continue on a steady decline. Among Hispanics, the percentages for both students and teachers are increasing, although the number of Hispanic students is growing at a faster rate than is the number of teachers.

As the public school enrollment becomes increasingly diversified, there must be a broad commitment to attract and retain more minority students in teacher preparation programs and to certify and employ more minority teachers. Up to this point, however, the Department of Education, the colleges of education and the school districts have had limited success. While a recent statewide "Teach-In" conducted by the Department

61% of Florida public school students are white, compared to 80% of teachers who are white.

FIGURE 9

RACIAL/ETHNIC COMPOSITION OF FLORIDA'S CLASSROOM POPULATION AND TEACHERS, 1992



SOURCE: Florida Department of Education, 1992.

TABLE 2

TRENDS IN THE NUMBER OF BLACKS AND HISPANICS AS A PERCENTAGE OF STATE TOTAL

	BLACKS		HISPANICS	
	1986	1991	1986	1991
Public School Enrollment	23.6	24.2	9.5	12.9
Classroom Teachers	16.0	14.5	3.8	5.1
	85-86	90-91	85-86	90-91
Admissions to SUS Teacher Education	3.9	4.8	NA	NA
SUS Teacher Education Graduates	5.8	5.2	4.6	7.6
All Teacher Education Graduates	7.6	7.7	5.1	8.0

SOURCE: Florida Department of Education, 1992.

The increase in minority graduates of the State's teacher education programs has not kept pace with the increase in minority public school students.

of Education to connect approximately 1,100 teacher candidates with over 30 hiring school districts was successful, only 20 of the teacher candidates were minorities despite considerable promotion strategies by the department.

The 1992 Board of Regents Teacher Education Program Review states that the strategy most likely to increase minority enrollment in colleges of education is a vigorous effort to identify minority students in 6th and 7th grade in the public schools, move them to academic and college-bound programs, and provide access to scholarship supports to enter two- and four-year institutions as prospective teachers. The Review recommends a four-year forgiveness loan program at all baccalaureate institutions and at two-year institutions articulated with the teacher education programs that would, within four years, initiate a significant stream of minority students moving toward and through teacher preparation programs.

Teacher education programs need to collaborate with school districts, as well as community colleges, to ease the transition for minority students from high school to college and from community college to the baccalaureate institution. The following selected programs highlight collaborative efforts to recruit, retain and graduate minority teachers.

- Florida Agricultural and Mechnical University (FAMU), the Palm Beach School District and Palm Beach Community College are working cooperatively to increase the supply of minority teachers. Palm Beach high school students interested in the teaching profession are

identified by the School District and are accepted into the FAMU College of Education. Palm Beach Community College assists the students by providing early education course work which transfers to FAMU. The School District guarantees the student a student teaching assignment and a teaching position upon graduation from FAMU. Similar "Grow Your Own" programs are in place at the University of South Florida and at the University of Central Florida.

- The Bethune-Cookman College Division of Education is committed to increasing the supply of minority teachers in the State, particularly black males. This program emphasizes personalized, individual attention in the recruitment of black males and has resulted in the development of a large cadre of minority teacher education students.

Promote collaborative programs to increase the supply of minority teachers.

- The University of North Florida has established a Premier Program with the Florida Community College at Jacksonville to provide individualized 2 Plus 2 programs of study, student support and financial assistance for future minority teacher education majors at UNF.

- The Hillsborough County School District, in conjunction with the University of South Florida, has established a pilot "Middle School Teacher Corps" project in which middle school minority students are selected to become tutors and role models in elementary schools. The program is designed as an academic/professional group and family participation is encouraged. At the conclusion of the year, students receive a U.S. Savings Bond as the beginning of their college savings program. Entering enrollment in this project doubled in its second year.

- Florida Future Educators of America Programs encourage and support career aspirations in teaching and play a vital role in the recruitment of minorities into the teaching profession. There are approximately 800 state-sponsored chapters throughout Florida in public and private postsecondary institutions and senior high, middle and elementary schools. Recruitment efforts by committed chapter advisors and student members around the State, particularly at the middle and elementary school levels, have proven effective in the recruitment of minority students into Future Educators of America chapters. A recent survey of Florida chapters revealed that the statewide student membership was 45 percent white, 27 percent black, and 15 percent Hispanic.

Nationally, there has been increasing interest in the creation of a nationwide service learning program and in the establishment of educational scholarships and loan programs in exchange for work in community service projects. Student service has continued to gain favor in an attempt to direct the intellect and energy of students toward addressing chronic

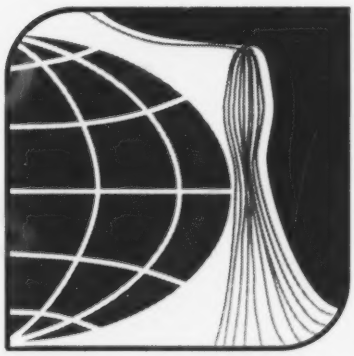
societal problems. An alternate strategy to increase the supply of minority teachers would be to establish a Florida Teacher Corps to identify and recruit high achieving minority junior and senior college students to commit two years to the teaching profession following graduation, particularly in secondary schools with high minority enrollments and teacher shortages. *Teach For America, Inc.*, a national teacher corps of talented liberal arts graduates who commit a minimum of two years to teach in underserved urban and rural schools, has attracted 25 percent minority members and over half of the charter corps members have elected to continue in teaching. As in the *Teach For America* program, stipends and financial assistance for additional graduate or professional education would be used as incentives, and the program would include intensive summer pre-service training and internships prior to placement and ongoing mentoring and in-service professional development during the two years.

Establish Florida Teacher Corps to recruit, train and employ minority teachers.

Alternate teacher selection strategies aimed at placing additional minority teachers in classrooms should be piloted in Florida, particularly in urban, multicultural school districts that tend to have high teacher vacancies and turnover. As an example, the Haberman Urban Teacher Selection Interview has been used in such school districts around the nation to identify potentially successful urban multicultural teachers. Research has indicated that applicants' scores on the instrument correlate highly with their success as first-year teachers in urban multicultural classrooms. The interview process has been used primarily in urban school districts in states with alternate certification to help select minority college students for beginning teacher programs.

While it is a fact that most minority students in the State will not have a minority teacher, an equally important fact is that the majority of current teachers (80 percent white) will continue to teach the State's minority students. In addition to increasing the supply of minority teachers, all components of the education system must be prepared to address the educational needs of the culturally and ethnically diverse populations in the schools. Issues of multiculturalism and diversity must be included in the professional education curriculum and inservice training of all teachers, administrators and staff in the education system.

ECONOMIC DEVELOPMENT



Postsecondary education must provide the human resource development, technology transfer, and research that will enable Florida's citizens to be economically and socially productive and the State's business and industry to be competitive in a world economy.

STRATEGIES

Promote Economic Development

- **Support economic development, especially in targeted industries, through public-private partnerships and coordination of technology innovation and human resource development. Provide consistent, on-going support for these initiatives.**

Florida's economy has traditionally been based on agriculture, tourism, and services to retirees. In 1991, however, international trade surpassed tourism in Florida as the State's top economic force. Although Florida succeeded in the 1980s in diversifying its economy by increasing employment in high value-added manufacturing and business and financial services, Florida's economic structure remains oriented toward low value-added businesses, especially those in its large retail sector. Florida remains underrepresented in high value-added, high-wage manufacturing. In addition, a significant portion of Florida's manufacturing base is composed of high technology and related industries which are heavily dependent on the Department of Defense. The Department of Defense directly purchases over one-half of the total output of Florida's technology-based industries. Correspondingly, employment in these industries brings higher than average wages and comprises a large portion of skilled manufacturing jobs for Florida workers. The long-term economic impact of present trends in defense downsizing and shifting priorities remains uncertain.

Compete on the basis of higher productivity.

In 1989, the Florida Chamber of Commerce set forth a vision of Florida as a leadership economy. The Chamber envisioned a world-competitive economy built on a dynamic mix of productive manufacturing and service industries that create a rising standard of living for all Floridians (*Cornerstone: Foundations for Economic Leadership*). To be a leadership economy, the Chamber stated that Florida must learn to compete nationally and internationally on the basis of higher productivity by adding value to products and services, not simply on the basis of low cost.

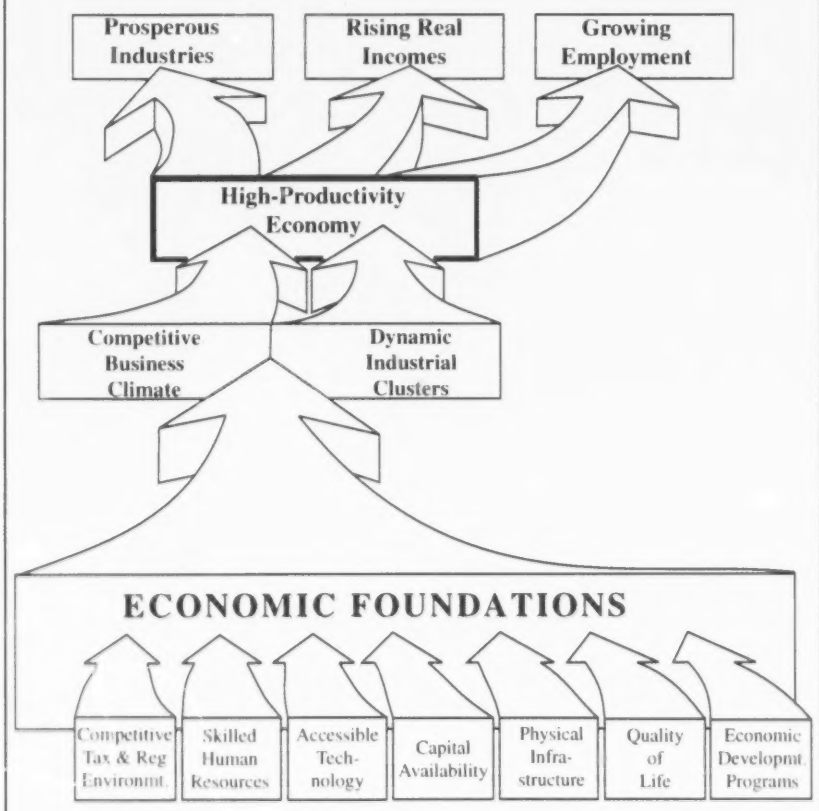
Achieving this vision of Florida's future requires a commitment to build stronger economic foundations in high-quality human resources, accessible technology, capital availability, and forward-looking physical infrastructure (**Figure 10**). The Chamber stressed the importance of these

critical foundations for growth of dynamic industrial clusters in Florida ranging from biomedical, information, and space industries to business services, tourism and experience industries, and value-added agriculture. The *Cornerstone* report identified skilled human resources and accessible technology as both critically important to Florida's emerging and expanding industries and having the greatest current competitive weaknesses.

The 1992 Legislature created an economic development project, *Enterprise Florida*, which addressed the need for skilled human resources and accessible technology by combining public and private resources to help expand and diversify industrial clusters at strategic locations around the State. The mission of *Enterprise Florida* is to improve the quality of life for all Floridians by building a diversified and competitive economy characterized by better employment opportunities leading to higher wages.

FIGURE 10

DYNAMICS OF FLORIDA'S LEADERSHIP ECONOMY



SOURCE: Florida Chamber of Commerce. (1989). Cornerstone: Foundations for Economic Leadership.

Build stronger economic foundations in high-quality human resources, accessible technology, capital availability, and forward-looking physical infrastructure.

To address this mission, three key areas are being targeted: capital, technology, and workforce.

Enterprise's Workforce Partnership proposed a two-level approach to workforce training: 1) a quick response program, a customer-driven inducement for job creation or enhancement; and 2) a long-range program to estimate future workforce needs of targeted industries and to match market needs with training programs. Other links between postsecondary education and labor and job development include the Private Industry Councils, Job Training Partnership Act (JTPA) Service Delivery Areas, the State Job Training Coordinating Council, and the Department of Labor and Employment Security. The *Agency Strategic Plan* for the Department of Labor and Employment Security supports the master planning position of the Commission by referencing the need for Florida to be competitive in producing high value goods and services in the emerging global economy, highlighting the role education and training play in meeting this need, calling for information systems that provide performance information on training outcomes, and referencing the need for seamless service delivery systems, as well as attention to quality, productivity, and cultural diversity.

- **Stimulate the transition to new business strategies and restructuring. Anticipate the skills and competencies that will be needed in future jobs.**

Revitalize established enterprises.

Although major investments in the skills of current and future workers are essential for long-term economic recovery, training alone is not sufficient to renew economic vitality. Enterprises must first embrace new ways of doing business, including high-performance work organizations and computer-integrated production (*EQW Issues*, a publication of the National Center on the Educational Quality of the Workforce, sponsored by the Office of Educational Research and Improvement, U.S. Department of Education). Revitalizing enterprises that are already established within the State by encouraging and assisting leaders in their efforts to improve quality and productivity is an important strategy to long-term economic growth. Once employers focus on modernizing their enterprises, the importance of worker training intensifies. The main thrust of state policy should be to promote local problem-solving through the interaction of enterprises, schools, and workers. State policy can encourage further progress in modernizing production and upgrading skills by offering tax incentives and access to low-cost capital, sharing the cost of new equipment or worker training, and developing additional mechanisms for cost-sharing among like-minded enterprises and workers.

EQW Issues also noted that while the demand for more specific job-related skills is best determined by enterprises themselves, policymakers can help employers in conveying changing skill requirements to educational

suppliers and current and future workers by opening lines of communication. The 1993 Legislature provided for an Occupational Forecasting Conference to translate projected new and emerging industries into the need for specific occupations and occupational training programs. Other communication mechanisms exist among enterprises, government, and education, including Tech Prep consortia, the Rural Economic Development Initiative, and various community college and university economic development centers.

- **Promote education/government/enterprise consortia for applied research and product development.**

Since 1986, the Florida High Technology and Industry Council has operated the Applied Research Grants Program--a peer- and industry-reviewed effort funding commercially competitive research to ensure the development, application, and transfer of technology for Florida's emerging technology-based economy. The program is a comprehensive economic development initiative which builds on existing industrial strengths and research being conducted within the university system. The program targets seven technology areas: biomedical devices, biotechnology, computer integrated engineering and manufacturing (robotics), electro-optic and lightwave technology, microelectronics and related materials, simulation and training, and software and computer science. The program mandates interaction between and among companies and universities, provides training for a technologically-skilled workforce that meets industry needs, and supports new technology enterprise development throughout Florida.

Build on existing industrial strengths and research.

Between 1986 and 1992, the Applied Research Grants Program attracted additional private and federal monies to match state funds for a 1.79:1 dollar leverage. During the first six years of the program, more than 300 faculty members and more than 600 graduate students received advanced training in high technology fields, 34 patents resulted from funded research and 66 patents were pending, 10 new company spin-offs were reported, and more than 42 commercial products were developed or substantially improved. The 1993 Legislature abolished the Florida High Technology and Industry Council and redirected its functions to *Enterprise Florida* and the Department of Commerce.

- **Engage business/industry, government, and education in periodic dialogue to reexamine the place of research and education in economic development.**

In 1987, the Commission, in cooperation with business/industry, government, and education entities, studied the workforce demand, supply, and preparation needs of the developing film industry in Florida. The analysis resulted in a plan to develop an educational infrastructure for the film industry. Such collaboration and analysis could be applied to

advance the development of educational/research infrastructures for other targeted industry clusters to promote industries that further the State's economic development goals.

STRATEGIES

Strengthen International Education

- **Infuse the discussion of international issues throughout the curriculum, and encourage students to become fluent in key foreign languages.**

Florida's future is inextricably tied to international trade; since 1991, international trade has been the State's top economic force. Few communities throughout the State can afford to ignore the increasingly complex bonds that tie the Florida economy to the global market. With the formation of the North American Free Trade Agreement, attention has been focused on increasing trade opportunities with Mexico and emerging Latin American economies. It should be noted, however, that in 1992, five of the 10 fastest growing Florida export markets were in the former Soviet Union or Soviet satellites.

Florida Trend (March, 1993) stated that activity at the State's major seaports is an increasingly important indicator of the future direction of Florida's economy. Florida's major ports are spending more than $600 million on infrastructure improvements to take advantage of rising trade and to seize a greater portion of the trade market. Important market openings among the State's leading trade partners present unprecedented opportunities for Florida commerce. If the State's economic base is to grow and prosper, Florida must strive not to lose market share to other, more aggressive states.

Seize a greater portion of the trade market.

The Florida International Affairs Commission (FIAC) serves as the primary state entity responsible for the oversight and coordination of policies and activities relating to international affairs of the State. FIAC has cited the importance of education to international programs to not only achieve language proficiency for business purposes but also to be sensitive to the complexities of another's culture.

STRATEGIES

Improve Training Programs

- **Develop evaluation and performance monitoring and funding practices that will provide feedback on and reward training out-**

comes, placement, creation of jobs, and return on investment of training dollars.

Assessments of employers in the State by the Palm Beach Economic Council (1991) and the Florida Education and Training Placement Information Program (FETPIP) reveal dissatisfaction with the basic skills of employees. Employers want employees with better communication skills, stronger interpersonal skills, and the ability to think critically, reason, and problem solve. Employers expressed the need for more communication between business/industry and education concerning their workforce preparation requirements of the future.

Often, students enter career-preparation programs poorly prepared and with low expectations. Programs are frequently targeted at low-wage jobs and training on job skills exclusively. Basic skills preparation, especially in communication, science, math, and technology, are neglected. The education system needs to prepare students for employment and continued education through programs that provide a foundation for practice, career maintenance, and career enhancement.

Recent education initiatives, such as Tech Prep programs (funded through the federal Carl Perkins Act), link secondary and postsecondary education programs with business/industry in local consortia and utilize applied academics in mathematics, science, and communications to form the strong academic foundation which will enable students to understand complex technologies and new skill requirements in work environments.

Additional strategies include: clustering related occupational training programs to facilitate development of core curricula and common performance measures and articulation among related programs; focusing job preparation and retraining programs on targeted occupational clusters; incorporating apprenticeships and cooperative learning experiences in the curriculum; incorporating active links to employers and others in the professions; and providing quality job-placement assistance.

Measure what students know and can do.

To determine the effectiveness of strategies, student assessment needs to be expanded beyond measuring student completions and placement into jobs to measuring what students know and can do. SHEEO (1992) suggests the needed changes in student assessment include: 1) schools, colleges, and employers should define the basic skills needed to succeed in the work place; 2) postsecondary education should support the development of an expanded set of national occupation- or industry-specific skills standards; and 3) successful achievement of these skills should be documented on certificates of mastery and other credentials for prospective employers and education institutions.

The Florida Department of Education, in conjunction with the Department of Labor and Employment Security and the U.S. Department of Defense, combined their computer capabilities to develop the Florida Education and Training Placement Information Program (FETPIP). By using data stored in various computer data bases, accurate follow-up information on former students, their progress in the job market, their continuing education status in Florida, and/or military status may be tracked. FETPIP provides for the evaluation of publicly funded training programs. The continuous application of information concerning workforce supply and demand, employer and employee satisfaction with educational preparation of workers, and program reviews can improve program effectiveness and keep programs current with emerging technologies.

Target state funds toward welfare reduction and economic development.

Currently, the Division of Vocational, Adult, and Community Education is proposing a new funding approach for adult and vocational education programs that addresses both the mastery of occupation- or industry-specific skills and competencies as well as the rise in Florida's public assistance programs. The new funding approach would incorporate performance-based incentives which would ensure that funds are targeted toward welfare reduction and economic development. The intent of this funding approach is to stimulate change in the economies of our educational system which will encourage innovative approaches to accomplishing 'more with less.' In addition to new public funding approaches, the State might also consider promoting private investment in career-preparation activities through tax structure reforms that encourage investments that can move the State toward higher value-added activities and income growth (e.g., business investment in research and development, equipment, employee training and individual investments in education and saving instruments, and tax incentives for businesses providing training, retraining, or continuing education opportunities for their employees).

DIVERSITY

In order to maximize use of our State's human resources, postsecondary education must respond to the growing diversity of our population. Institutions must provide greater opportunity for all students to achieve to their fullest potential through changes in the curriculum as well as through diversification of their faculty and students.

The Commission has monitored minority participation in higher education since the original *Master Plan* in 1982 and has promoted access and early intervention activities through study recommendations and involvement in several projects to enhance minority participation such as the College Reach-Out Program and the Graduate Minority Conference. Both the State University System and the Community College System offer an array of programs designed to increase minority participation in higher education. The Florida Legislature enacted accountability legislation in 1992 that requires both community colleges and universities to develop and implement a plan to assure progress in the enrollment and completion of minority students. The legislation also requires public higher education institutions to take strong measures to increase the number of women and minorities in administrative and faculty positions. State and institutional need-based financial aid programs as well as certain scholarships and grants help provide higher education opportunities for a large number of minority students. In addition, academically underprepared students have access to postsecondary study through the College and Vocational Preparatory Programs funded by the State. While recognizing the value of these and other statewide policies and programs, the Commission believes that state and institutional commitment to and responsibility for retaining and graduating minority students can and should be strengthened.

STRATEGIES

Improve Minority Recruitment, Enrollment, Retention, and Graduation

- **Link equity goals to the pool of potential students.**

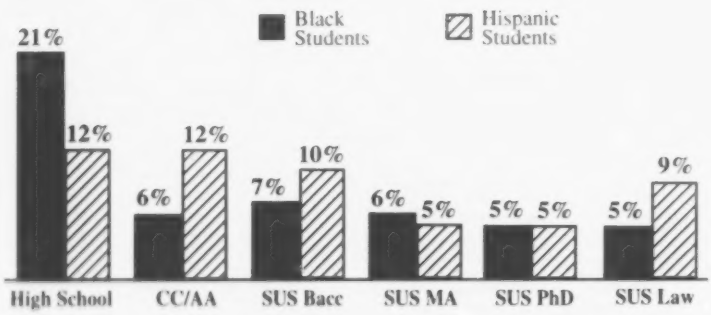
Set and meet ambitious and realistic equity goals.

Despite intervention strategies, the increase in the number of minority students graduating from Florida public high schools has not resulted in a significant increase in the numbers of minority students enrolling in and graduating from public postsecondary colleges and universities (**Figure 11**). This is particularly true of black students who constituted 21 percent of all high school graduates in 1992 but only seven percent of all public university graduates that same year. Hispanic students represented 12 percent of high school graduates in 1992 and 10 percent of public university graduates that year. Many factors contribute to this discouraging and continuing trend including financial aid needs, choice

The increase in the number of minority students graduating from high school has not resulted in a significant increase in minority postsecondary education graduates.

FIGURE 11

PERCENTAGE OF DEGREES GRANTED TO BLACK AND HISPANIC STUDENTS FROM FLORIDA HIGH SCHOOLS, PUBLIC COLLEGES AND UNIVERSITIES, 1991-92



SOURCE: Department of Education, State Board of Community Colleges, and State University System. Compiled by Postsecondary Education Planning Commission.

of courses taken in high school, academic enhancement programs, and other equal access opportunity issues. State laws and programs designed to improve minority access to postsecondary education have enhanced enrollment figures but have not yet made a notable difference in the number of minority students who graduate from the State's community colleges and transfer to and graduate from the State's public and private universities. Evidence suggests that institutions with the most successful rates of minority graduation have set the highest goals and made the strongest commitment to enhancing minority access, retention, and graduation. Below are some examples of existing programs and activities to increase minority access.

- Concerned over the decline of minority participation in higher education in Florida's community colleges, the State Board of Community Colleges adopted an implementation plan with recommendations for increasing the participation of black students, particularly males, in the State's 28 community colleges. Each college must develop a marketing plan that includes recruitment and enrollment strategies to promote ethnic and gender diversity in general and which specifically encourages all black students to acquire a postsecondary education. Each college is required to develop, support, and promote funding for college programs, including financial assistance to support those students who demonstrate financial need. Programs and activities designed to promote academic progress and success among black students must also be developed and supported.

- At Miami-Dade Community College, the award winning Black Student Opportunity Program provides support for those "average" high school students who because of economic or motivational factors would typically not attend higher education. A partnership between the college, the Greater Miami Urban League and the Dade County public schools, the Black Student Opportunity program provides external support and encouragement to students for the last three years of high school. Students in the program earn money for each good grade received. The money is kept in a personal fund to help pay for college expenses. Since 1987, 94 percent of the program's participants have gone on to higher education. Those students who elect to attend Miami-Dade Community College may continue to receive money for good grades to be used toward college expenses.

- At Central Florida Community College, "Mad Dads," a joint effort created by the College Reach-Out Program and local black residents, provides counseling and support services to seriously at-risk black youths, many of whom are experimenting with or are addicted to drugs. The purpose of the program is to keep program participants in high school until graduation and then provide a tuition-free education at CFCC. In the fall of 1992, 88 percent of the program participants enrolled at the community college.

Develop collaborative programs to help recruit and retain minority students.

- The State University System began setting specific five-year equity goals in 1988 for enrollment, graduation, and employment. Although some universities achieved or nearly achieved a number of the 135 goals, the systemwide achievement rate was 43 percent. The Board of Regents has adopted new five-year goals as well as a more rigorous methodology for setting and measuring attainment of those goals. Universities throughout the State continue to develop and implement strategies and programs for enhancing educational equity.

- Florida International University (FIU), with the largest Hispanic student population in the SUS, has steadily increased its enrollment and graduation rates among black students in part due to a systemwide commitment to recruiting and retaining minority students. This commitment extends to a strong collaboration with the Dade County school system to help at-risk students become interested in and academically prepared for higher education. Once on campus, the FIU Office of Minority Affairs provides a variety of academic development services as well as financial assistance, internships, and social and cultural programming. The university offers a program designed to assist incoming black students who excelled in high school with counseling, advising, tutoring, and various support services. In addition, FIU has increased the number of minority faculty and staff as part of an overall effort to create a more inclusive, multicultural institution.

- The State's independent higher education institutions have also developed various strategies for improving minority access and retention. At the University of Miami, the Department of Minority Affairs developed a Peer Advice Leader (PAL) Program comprised of minority upper level and graduate students who provide tutoring and mentoring services for incoming freshmen and transfer students. In addition, the university provides a variety of academic support services, cultural enhancement groups, and financial awards and scholarships for minority students.

STRATEGIES

Improve the Campus Climate

- **Increase opportunities for minority and other students to interact with faculty outside of the classroom.**

Create an inclusive learning environment.

As previously noted, recruiting additional minority students to attend the State's postsecondary institutions will not alone significantly improve lagging graduation rates. Evidence suggests that minority students do not succeed at institutions where they feel isolated and removed from the campus culture. To combat the growing racial and ethnic tension on college campuses, there must be a cooperative effort among administrators and faculty to create and sustain an inclusive multicultural learning community. Minority students have greater success at institutions where the learning environment promotes respect and understanding of cultural, ethnic, and racial differences. As several institutions have discovered, minority students benefit particularly from positive interaction with faculty and staff both inside and outside of the classroom. For example, at the University of Florida, the Minority Mentor Program matches a minority student with a faculty member based on the student's intended major. In addition, at the beginning of each fall semester, the Office for Student Services holds special orientation programs that allow minority students to interact with administration, faculty, and staff. The programs are structured to provide an informal atmosphere where participants may openly address the concerns of Asian, black, and Hispanic students. Such programs are in part dependent on the successful recruitment of minority faculty and staff.

- **Reward exemplary programs that integrate opportunities for relevant community service by students and faculty.**

Functions and organizations that bring diverse student groups together also help to counter the growing trend toward resegregation on many campuses. Most colleges and universities in the State have made an

effort to implement diversity programming through their offices of student affairs and/or academic affairs offices. Increasingly, institutions are integrating community service and service learning programs and activities into the overall educational experience for both students and faculty. The goal of community service and service learning is to educate students about being responsible citizens. By undertaking voluntary action for the benefit of others in their communities, students help themselves by developing a form of civic self-interest. In 1990, the Florida Legislature funded the Florida Office of Campus Volunteers (FOCV). Hosted by Florida State University, FOCV assists colleges and universities throughout the State in establishing and maintaining community service programs. A 1993 Presidential Task Force at FSU made several recommendations for expanding and strengthening community service opportunities and requirements for students and faculty and called for the establishment of an office to direct all community service and service learning programs.

Integrate and link service and academic study.

In 1991, a coalition of colleges and universities formed the Florida Campus Compact. The Florida Compact, designed to create service opportunities for students and integrate community service into the curricula, is part of the National Campus Compact. The Compact's statewide office is located at Brevard Community College. The college also developed its own compact project, the Center for Service-Learning in 1988. The Center's mission is to make service an integral part of students' education. Since its inception, over 5,000 Brevard students have contributed approximately 150,000 hours of service in various service-learning options and service-learning courses. Over 20 disciplines ranging from biology to humanities provide students with a variety of opportunities to integrate and link service and academic study. The director of the center reports directly to the provost.

STRATEGIES

Broaden Existing Academic Curricula

- **Develop a multicultural curriculum that fosters critical thinking about issues of race, culture, and ethnicity.**

The most controversial diversity issue is the concept of multicultural education. Unlike particularism, which is the special history of specific groups, multiculturalism weaves diverse cultural experiences and perspectives into a common historical learning experience. As the demographic composition of colleges and universities becomes more diverse, the academic curricula will likely reflect a more heterogenous interpretation of the American experience, culture, and identity. In Florida, several universities have taken steps to restructure their academic programs

Multiculturalism weaves diverse cultural experiences and perspectives into a common historical learning experience.

and courses to reflect a more diverse learning perspective. An excellent example of incorporating multicultural perspectives and critical thinking into general coursework is at the University of South Florida. Students are required to take courses in English composition, quantitative methods, natural sciences, social sciences, historical perspectives, fine arts, and African, Latin American, Middle Eastern or Asian perspectives. The goal of this requirement is to integrate, wherever appropriate, issues about values and ethics, race and gender, as well as international and environmental concerns. The university has made a commitment to support faculty in the preparation and teaching of these courses.

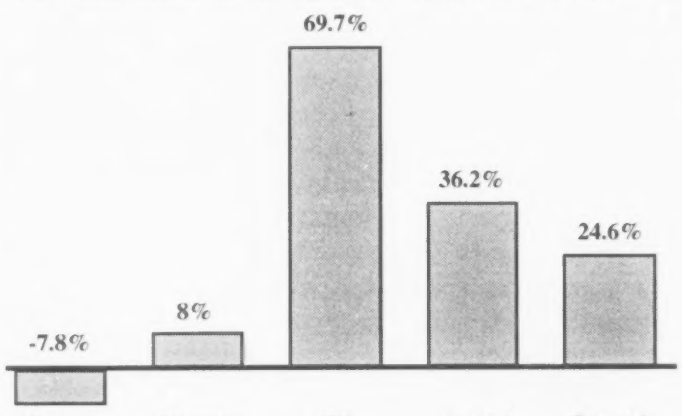
Postsecondary education cannot expect growth in per student funding to match increasing demands and costs of quality postsecondary education. To serve more students in the face of less than "normal" funding of the 1980s, new flexible management models for cost reduction, resource allocation, and revenue enhancement must be designed and implemented.

A major challenge facing Florida postsecondary education centers on state funding: the inadequacy of state support for higher education as perceived by many within the system, versus a concern held by many outside the system for the more efficient use of existing resources to meet state needs. In Florida, rapid growth in population and in demands for services has caused strong competition for available state funds and has taxed the State's ability to fund its delivery system for Education. For the period of 1982 through 1991, while the total annual state appropriations devoted to Education increased from $4 billion to $8 billion, the percentage of Education of total annual state appropriations declined from 38.83 percent of the total appropriation in 1982 to 27.47 percent of the total in 1991. During that same period, the annual state appropriation for Health and Rehabilitative Services increased from 21.67 percent ($2.3 billion) to 28.62 percent ($8.4 billion) of the total annual state appropriation. The annual state appropriation for Corrections increased from 2.57 percent ($271 million) to 3.22 percent ($949 million) of the total annual state appropriation. **Figure 12** displays how education has fared in competition for new general revenue over the past five years.

In higher education, the financial crisis in the State, that has included a series of budget cuts, has eroded institution budgets and has threatened the quality of the learning experience for the growing student enroll-

FIGURE 12

NEW GENERAL REVENUE GROWTH IN FLORIDA, 1988-93



SOURCE: Florida's Ten-Year Summary of Appropriations Data.

FINANCE, PRICING, INCENTIVES

Maintaining the rate of growth in funding enjoyed by postsecondary education in the past is highly unlikely.

Education is losing the competition for new general revenue.

In public universities and community colleges, total per student funding is lower now than in 1988-89.

TABLE 3

ACTUAL STATE FUNDING PER FTE, 1987-1992

YEAR	COMMUNITY COLLEGE SYSTEM	STATE UNIVERSITY SYSTEM
87-88	$3,828	$8,594
88-89	3,985	9,339
89-90	4,071	10,087
90-91	3,955	9,727
91-92	3,923	9,151
92-93	3,970	9,020

SOURCE: State Board of Community Colleges and State University System. Compiled by Postsecondary Education Planning Commission.

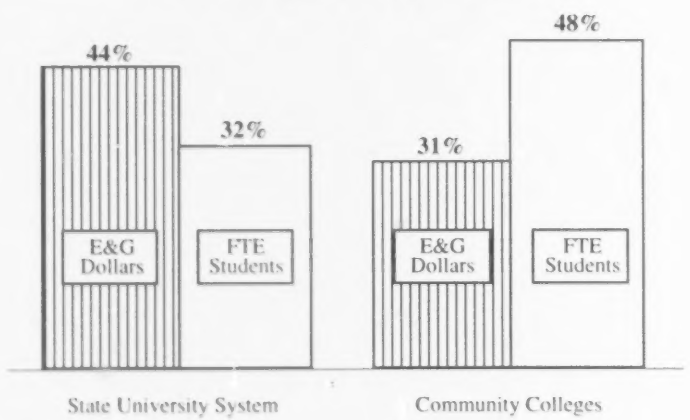
ment. In 1992-93, total funds per FTE in both public universities and community colleges are at lower levels than provided in 1988-89 without adjusting for inflation (**Table 3**).

Maintaining the rate of growth in funding enjoyed by postsecondary education in the past is highly unlikely. In the State University System, from 1981 to 1993, education and general funding increased 44 percent in constant dollars compared with a 32 percent increase in enrollment. This trend is reversed in the community college system where dollars grew 31 percent and enrollment increased 48 percent (**Figure 13**).

In the SUS, education and general dollars have grown at a rate greater than student enrollment. The reverse is true for community colleges.

FIGURE 13

PERCENT GROWTH IN DOLLARS COMPARED TO GROWTH IN FTE STUDENTS FROM 1981-1993



NOTE: Adjusted to 1981-82 constant dollars.
SOURCE: SUS and SBCC. Compiled by Postsecondary Education Planning Commission.

STRATEGIES

Redesign/Restructure System for Allocation and Use of State Resources

- **Provide performance based funding.**

Faced with increased demand and limited resources, a fundamental change in thinking is required. **Figure 14** displays old and new perspectives on higher education finance.

The Division of Vocational, Adult, and Community Education (DVACE) has embarked on a new approach to financing programs in technical fields. Spurred by legislation introduced but not passed during the 1993 session, DVACE is developing a performance based funding model that will provide incentive funding based on improvements in enrollments, completions, and placements. In addition, the Division is developing an algorithm for calculating Florida's rate of return on investment in vocational training programs which will consider program costs in comparison with average earnings of program completers.

Provide incentive funding based on improvements in enrollments, completions, and placements.

The Postsecondary Education Planning Commission has endorsed, and the State Board of Education has included in its 1994-95 budget request, a proposal with independent Florida law schools to address the need for more minorities in the legal profession. Rather than simply funding the difference in tuition between the public and independent institutions as most existing academic program contracts, the proposal envisions a portion of the contract being allocated based on improvements in graduation rates and passage of the Florida Bar exam.

Faced with increased demand and limited resources, a fundamental change in thinking is required.

FIGURE 14

A NEW MODEL FOR HIGHER EDUCATION FINANCE

OLD PARADIGM

Personal Income
Growth in personal income will allow resources coming to higher education to increase without increasing the price of higher education.

Access
Access to higher education means low price and subsidizing all students in order to keep the price low.

Subsidies
Subsidize the price to students by funding the costs of the institution.

Public Dollars
Public dollars pay for institutional costs.

Central Authorities
Central authorities are in the best position to make key financial decisions.

Budget Game
Winning the budget game is getting needs funded.

Budgeting
Budgeting means managing costs.

Tools
There are essentially two tools for responding to fiscal constraints: (1) cut back or cut out; and (2) increase revenues.

Capital
Capital is free; institutions are not responsible for paying the debt service on their own capital. This is true for public institutions, primarily.

Definitions:

Price	-	*The cost to the student/customer of the goods or service provided. (tuition).*
Cost	-	*What the provider incurs for creating the goods or service.*
Value	-	*The worth of what we do as perceived by the customer.*

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FIGURE 14 (continued)

A NEW MODEL FOR HIGHER EDUCATION FINANCE

NEW PARADIGM

Personal Income
Growth in personal income will be too slow to allow more resources to go to higher education without significantly raising the price.

Access
Price should be made to be more equal to the cost.

Subsidies
Students should be subsidized directly.

Public Dollars
Public dollars will pay for results of value to the customers.

Central Authorities
Central authorities will set performance criteria and design institutional incentives that promote high performance. Local administration will make the key financial decisions.

Budget Game
Winning the budget game will mean helping customers get their needs met and getting paid for their success.

Budgeting
Budgeting means managing price and value, not costs.

Tools
The major tool is to redesign the way we do things.

Capital
Institutions should pay for their own capital.

SOURCE: Dr. Peter C. Hutchinson, President of Public Strategies, Inc., and Senior Fellow, Hubert H. Humphrey Institute of Public Affairs, University of Minnesota.

Needed: a written, understandable and objective funding model for requesting, appropriating and allocating resources on an equitable, mission-oriented basis among the universities.

■ **Adopt a uniform funding process for the state universities.**

In 1992, the Commission examined the funding methods used by the Legislature and the Board of Regents for allocating resources to the individual state universities. The Commission found significant differences in the two approaches. The legislative formula places greater priority on undergraduate education and student support while the Board of Regents formula gives greater emphasis to graduate education and research activities. The study called for development of a consensus funding formula by a task force of state and institutional representatives. The 1993 Legislature supported this recommendation and has requested the development of "a written, understandable and objective funding model for requesting, appropriating and allocating resources on an equitable, mission oriented basis among the universities....The proposed funding model shall be an integral part of the accountability process established pursuant to S.240.214, F.S." The model is to be developed in conjunction with representatives of the universities, legislative and Governor's office staff, and the Postsecondary Education Planning Commission and is to be completed by January 1, 1994.

■ **Address modifications needed in community college funding.**

While improvements in the allocation of funding for community colleges are possible, the basic design of this process is sound. Local management flexibility is emphasized. While equalization among the colleges has been a primary legislative concern, the changes needed to address this are relatively minor. The Commission is currently working with the State Board of Community Colleges on an analysis of the modifications required. Other areas in need of attention are funding to cover the operating costs of new facilities, which had been provided by the Legislature until two years ago, and an examination of the most appropriate methods to provide capacity for increased demand through permanent or leased facilities or some other alternative. Finally, both the colleges and school districts provide vocational training. Any performance based funding considered in this area should be consistently applied to both delivery systems.

STRATEGIES

Improve Use of Non-State Resources

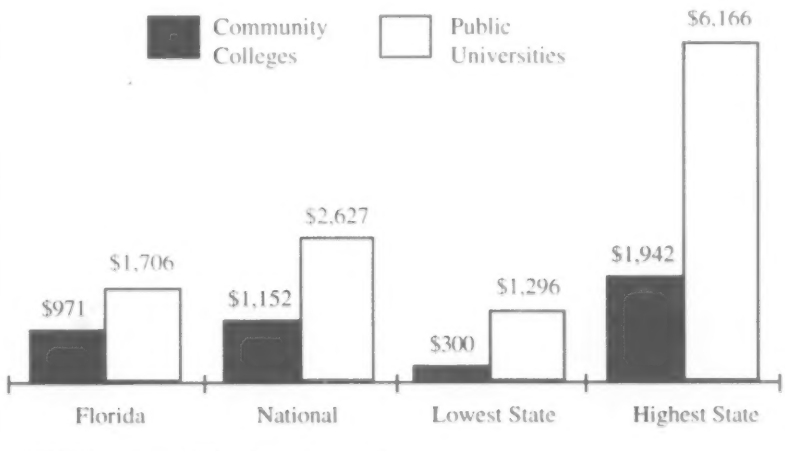
- **Index tuition in the public sectors to the national average or other external standard.**

The original *Master Plan* recommended that tuition be indexed to state general revenue appropriations to permit students, parents, institutions, and the State to plan on expected tuition levels. In 1991, the Legislature adopted policy to index postsecondary fees charged by school districts, community colleges and universities to prior year program costs. For community college and undergraduate university academic programs the fees are to be 25 percent of cost. For vocational programs offered by school districts and community colleges, fees shall equal 10 percent. Non-resident students are assessed the full program cost.

Even with the increases required by implementation of the indexing policy, Florida remains a low tuition state. In 1992-93, Florida ranked 42nd in university resident undergraduate tuition and fees or 65 percent of the national average (**Figure 15**). In fact, the only public tuition charge in Florida which exceeded the national average was for non-resident community college students ($3595 or 109 percent of the national average). Florida has not always been a low tuition state. In 1967-68, the average annual tuition cost for a four-year college was $302 nationally, $296 in Southern Regional Education Board (SREB) states and $375 in Florida (124 percent of the national average).

FIGURE 15

PUBLIC UNDERGRADUATE RESIDENT TUITION AND REQUIRED FEES, 1992-93



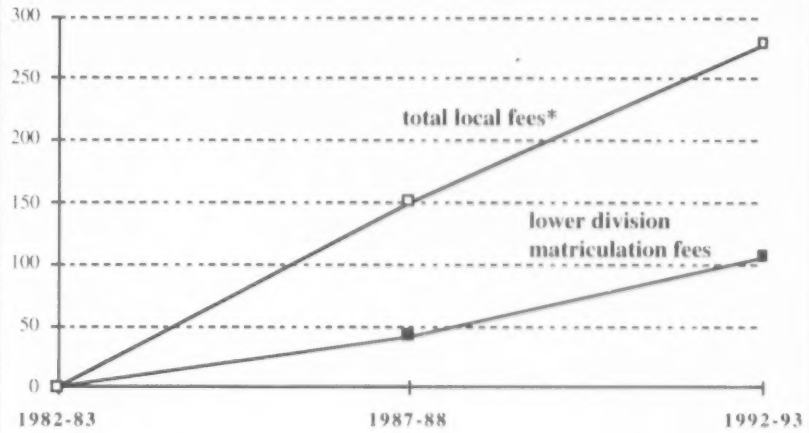
SOURCE: *State of Washington Annual Survey.*

Public university fees in Florida are significantly below the national average.

Local fees have increased significantly more than matriculation fees in the SUS.

FIGURE 16

STATE UNIVERSITY SYSTEM MATRICULATION AND LOCAL FEES PERCENTAGE INCREASE, 1982-83 TO 1992-93



** includes health, athletics, and activity and service fees.*

SOURCE: State University System Board of Regents. Compiled by Postsecondary Education Planning Commission.

■ **Cap local non-instructional fees as a percentage of matriculation fee.**

Included within the state university fees are local activity and service, health and athletic fees which are subject to approval by institutional committees at least half of whose membership must be students appointed by the student body president. Systemwide, these fees have grown from $4.04 per credit hour in 1982-83 to $12.39 per hour in 1992-93 or 277 percent (**Figure 16**). During this period matriculation charges have increased 105 percent. Overall state university fees are low from a national perspective, and a major share of what increase they have experienced in the past decade is in non-instructional areas. Community colleges were first authorized to charge an activity and service fee in 1983, and it may not exceed 10 percent of the matriculation fee.

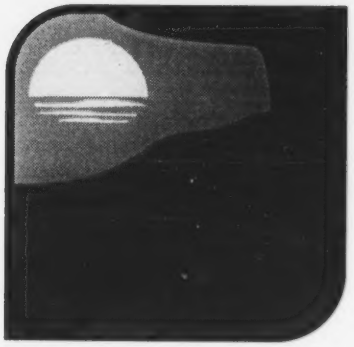
■ **Provide stable, consistent funding to the independent sector and expand use of the contract option.**

The tuition voucher, academic program contracts and capitation grants for selected programs have historically been the primary forms of state support to the independent sector. Until now, academic contracting has been limited to programs offered at four-year colleges and universities.

In the past, the Commission has recommended expanding this approach to include technical training offered by licensed independent schools, institutes, and colleges. A recent study conducted by the Florida Department of Labor indicates that nine out of 10 of the fastest growing occupational fields require less than a baccalaureate degree. In training areas subject to external validation or licensure, contracting has the potential for meeting immediate labor market demands.

9 out of 10 of the fastest growing occupations require less than a baccalaureate degree.

APPENDIX A



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Mr. Edmund Magero,
Vocational Education
Collier Schools

Dr. Michael Armstrong,
Director of Planning
Board of Regents

Mr. Warren Johnson,
Senior Associate Vice President
Hillsborough Community College

Mr. W. Thomas Howard
Ft. Myers

Mr. James Hof,
Director of University Relations
University of South Florida/Ft. Myers

Ms. Nan Smith, Foundation Director
Edison Community College

Dr. Nancy Greene,
Assistant to the President
Edison Community College

Fort Lauderdale

Dr. Anthony Cantanese, President
Florida Atlantic University

Dr. Will Holcombe, President
Broward Community College

Mr. James Naugle, Mayor
City of Fort Lauderdale

Ms. Carol Cleveland, Director
Economic Council of Palm Beach County

Mr. Paul Edwards, Coordinator
Miami-Dade Community College

Dr. Leonard Berry, Provost
Florida Atlantic University

Ms. Patricia Donowa, President
Beacon Career Institute

Mr. Joe Mathos,
Assistant Superintendent
Dade County Schools

Mr. Bob Miles, Director
NOVA University

Mr. Don Horine
Palm Beach Post

Ms. Patricia Schuster
Miami-Dade Community College

Dr. Judy Blucker, Vice Provost
Florida Atlantic University

Dr. Barbara Bader,
Director of Academic Programs
Florida International University

Dr. Lynn Laureati,
Assistant Vice President
Florida Atlantic University

Dr. Patricia Dyer, Vice President
Palm Beach Community College

Ms. Beverly Williams
Vocational and Technology Education

Mr. A. Baldwin
Miami-Dade Community College

Ms. Marcia Belcher
Miami-Dade Community College

Dr. Jon Alexiou, Vice President
Miami-Dade Community College

Dr. Mantha Mehallis, Director
Florida Atlantic University

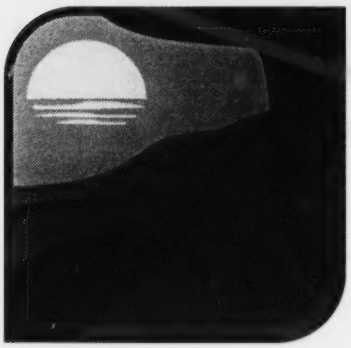
Mr. Nelson Perez, Executive Director
Dade County Schools

Ms. Carrie Mickey, Director
Dade County Schools

Dr. Sue Kinzer, Director
Teacher Education Alliance

Dr. Michael Armstrong, Director of Planning
State University System

APPENDIX B



Blueprint 2000 and State Education Goals

BLUEPRINT 2000

The Florida Legislature passed *Blueprint 2000* in the spring of 1991. It begins:

The Legislature recognizes that the children and youth of the state are its future and its most precious resource. To provide these developing citizens with the sound education needed to grow to a satisfying and productive adulthood, the Legislature intends that by the year 2000, Florida establish a system of school improvement and accountability . . .

The Legislature wanted to provide clear guidelines for achieving this purpose "and for returning the responsibility for education to those closest to the students, that is the schools, teachers, and parents." The importance of community involvement and collaboration is reflected in the letter and spirit of this legislation.

The intent of the legislation is to raise standards and decentralize the system so school districts and schools are free to design learning environments and experiences to better meet the needs of each child.

While the legislation specifies high goals for our schools, it provides local schools and school districts with flexibility to achieve these goals in their own way. The legislation suggests movement toward even more local control and greater funding flexibility as the new comprehensive system is implemented.

The Florida Commission on Education Reform and Accountability, created by the legislation, is charged with recommending to the State Board of Education the components of this comprehensive system. The State Board has approved the Commission's recommendations, which establish standards for each of the seven goals and describe a transition system for achieving the vision of *Blueprint 2000*. The transition system includes common data elements and reporting guidelines for all public schools. Copies of the Commission's approved recommendations are available from:

The Florida Commission on Education
Reform and Accountability
Suite 224-B, Collins Building
107 W. Gaines Street
Tallahassee, Florida 32399-0400

STATE EDUCATION GOALS

Following are the seven state goals set forth in *Blueprint 2000.*

GOAL 1:

Readiness to Start School

Communities and schools collaborate to prepare children and families for children's success in school.

GOAL 2:

Graduation Rate and Readiness for Postsecondary Education and Employment

Students graduate and are prepared to enter the workforce and postsecondary education.

GOAL 3:

Student Performance

Students successfully compete at the highest levels nationally and internationally and are prepared to make well-reasoned, thoughtful, and healthy lifelong decisions.

GOAL 4:

Learning Environment

School boards provide a learning environment conducive to teaching and learning.

GOAL 5:

School Safety and Environment

Communities provide an environment that is drug-free and protects students' health, safety, and civil rights.

GOAL 6:

Teachers and Staff

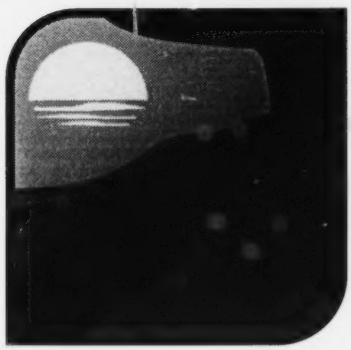
The schools, districts, and state ensure professional teachers and staff.

GOAL 7:

Adult Literacy

Adult Floridians are literate and have the knowledge and skills needed to compete in a global economy and exercise the rights and responsibilities of citizenship.

APPENDIX C



Statement of Cooperation

C-1

STATEMENT OF COOPERATION

Blueprint 2000: A System of School Improvement and Accountability will result in major systemic changes to Florida's public school system. For this change to succeed, postsecondary educational systems within the state must participate in cooperative long range planning. The Florida Commission on Education Reform and Accountability, the Board of Regents, the State Board of Community Colleges, the Independent Colleges and Universities of Florida, the Postsecondary Education Planning Commission, the Education Standards Commission and the Department of Education agree to work together to facilitate the reform and restructuring of the K-12 education system of Florida.

Areas which appear to require mutual examination and discussion include the following.

1. Student transition from K-12 through postsecondary education:
   - academic programs and student services among postsecondary institutions and public schools to promote the smooth transition of individual students from high school to postsecondary education opportunities;
   - existing articulation agreements;
   - new agreements that emphasize performance rather than time;
   - impediments which increase time to certificate or degree completion;
   - access to critical courses across district lines.

2. Student Assessment and Credentialing:
   - procedures for the recognition of alternative student assessment and credentialing measures, with the potential for systemwide implementation.

3. Teacher Education:
   - teacher education programs;
   - teacher certification;
   - performance based approaches that address the needs of the learning environment as envisioned in Blueprint 2000;
   - demonstration of specific teaching skills and competencies;
   - inservice education;
   - efforts to identify, enroll, graduate, certify and employ qualified minorities.

On behalf of the above mentioned entities, we further agree to work together to develop a consolidated progress report that will:

1. identify potential barriers in each system to the successful implementation of Blueprint 2000;
2. specify appropriate strategies for removing the barriers to permit the successful implementation of Blueprint 2000 at the postsecondary level.

The progress report will be compiled by the Commission on Education Reform and Accountability and the Postsecondary Education Planning Commission and will be submitted to the State Board of Education at its June 8, 1993 meeting.

Alec P. Courtelis
Chairman, Board of Regents
Universities of Florida

Wendell W. Williams
Chairman, State Board
of Community Colleges

T.K. Wetherell
President, Independent
Colleges and Universities
of Florida

Robert Taylor
Chairman, Postsecondary
Education Planning Commission

Grace M. Northrop
Chairman, Education
Standards Commission

Buddy MacKay
Lt. Governor and Co-Chair,
Commission on Education
Reform and Accountability

Betty Castor
Commissioner of Education
and Co-Chair, Commission
on Education Reform and
Accountability

FEBRUARY 9, 1993
Date

APPENDIX D

List of Commission Reports, 1988-93

COMMISSION REPORTS, 1988-93

1993

ASSESSING EFFORTS TO IMPROVE SCIENCE, MATHEMATICS, AND TECHNOLOGY-RELATED EDUCATION AT THE POSTSECONDARY LEVEL -- March, 1993 (Prepared in collaboration with the Department of Education Title II Eisenhower Mathematics and Science Education Program, National Science Foundation/Florida Department of Education Statewide Systemic Initiative (SSI), and the Florida Chamber of Commerce)

CHALLENGES, REALITIES, STRATEGIES: THE MASTER PLAN FOR FLORIDA POSTSECONDARY EDUCATION FOR THE 21ST CENTURY -- September 22, 1993 (Report and Recommendations of the Florida Postsecondary Education Planning Commission)

CHALLENGES, REALITIES, STRATEGIES: THE MASTER PLAN FOR FLORIDA POSTSECONDARY EDUCATION FOR THE 21ST CENTURY -- SUPPLEMENT -- September 22, 1993 (Report and Recommendations of the Florida Postsecondary Education Planning Commission)

A REVIEW OF THE OPERATIONS OF THE STATE BOARD OF INDEPENDENT POSTSECONDARY VOCATIONAL, TECHNICAL, TRADE, AND BUSINESS SCHOOLS -- December, 1993 (Prepared in response to Section 7 of Chapter 93-170, Laws of Florida)

A STATEWIDE EVALUATION OF FLORIDA'S COLLEGE REACH-OUT PROGRAM ANNUAL REPORT: 1991-92 COHORT -- December, 1993 (Prepared in response to Specific Appropriation 276 of the 1993 General Appropriations Act, Chapter 93-184, Laws of Florida)

ACCOUNTABILITY IN FLORIDA'S POSTSECONDARY EDUCATION SYSTEM -- December, 1993 (Prepared in response to Specific Appropriation 417B of the 1993 General Appropriations Act, Chapter 93-184, Laws of Florida)

1992

THE COST OF MEDICAL, DENTAL, AND VETERINARY MEDICAL EDUCATION -- January, 1992 (Prepared in response to Specific Appropriation 577A of the 1991 General Appropriations Act)

120 BEST COPY AVAILABLE

STATE UNIVERSITY SYSTEM FUNDING PROCESS -- January, 1992 (Prepared in response to Specific Appropriation 577A of the 1991 General Appropriations Act)

AN ANALYSIS OF THE PROCESSES USED TO FUND THE STATE UNIVERSITY SYSTEM OF FLORIDA -- December 23, 1991, Technical Report for the Commission's 1992 Report - ***State University System Funding Process*** (Prepared by MGT of America, Inc.)

EXTERNAL FUNDING FOR COMMUNITY COLLEGE COURSES AND PROGRAMS -- February, 1992 (Prepared in response to Specific Appropriation 577A of the 1991 General Appropriations Act)

STUDENT INDEBTEDNESS AND FINANCIAL AID -- March, 1992 (Prepared in response to Specific Appropriation 577A of the 1991 General Appropriations Act)

OUTCOMES ASSESSMENT IN POSTSECONDARY EDUCATION -- March, 1992 (Prepared in response to Specific Appropriation 577A of the 1991 General Appropriations Act)

A STATEWIDE EVALUATION OF FLORIDA'S COLLEGE REACH-OUT PROGRAM --December, 1992 (Prepared in response to a request by the College Reach-Out Program Advisory Committee)

1991

FLORIDA COMMUNITY COLLEGE FINANCE: UPDATE -- January 24, 1991 (Prepared in response to Specific Appropriation 634B of the 1990 General Appropriations Act)

STUDENT ACCESS TO HIGHER EDUCATION -- February 1, 1991 (Prepared in response to Specific Appropriation 634B of the 1990 General Appropriations Act)

DISABLED STUDENT ACCESS TO POSTSECONDARY EDUCATION: UPDATE -- February 21, 1991 (Prepared in response to Specific Appropriation 634B of the 1990 General Appropriations Act)

FLORIDA HEALTH PROFESSIONS EDUCATION PROFILES -- February 21, 1991 (Prepared in response to Specific Appropriation 634B of the 1990 General Appropriations Act)

DUE PROCESS IN INTERCOLLEGIATE ATHLETIC ASSOCIATION POLICIES AND PROCEDURES -- (Prepared in response to Section 18 of Chapter 90-365, Laws of Florida)

CRITERIA FOR THE ESTABLISHMENT OF NEW PUBLIC COLLEGES AND UNIVERSITIES -- May 16, 1991 (Prepared in response to Specific Appropriation 634B of the General Appropriations Act)

AN EVALUATION OF THE REGIONAL COORDINATING COUNCILS FOR VOCATIONAL AND ADULT GENERAL EDUCATION -- May 16, 1991 (Report and Recommendations of the Florida Postsecondary Education Planning Commission)

1990

STUDENT FINANCIAL AID ADMINISTRATION IN PUBLIC COMMUNITY COLLEGES AND UNIVERSITIES -- January 18, 1990 (Prepared in response to Specific Appropriation 587 of the 1989 General Appropriations Act)

THE FLORIDA PUBLIC BROADCASTING SYSTEM -- February 15, 1990 (Prepared in response to Specific Appropriation 587 of the 1989 General Appropriations Act)

STATE FUNDING FOR INDEPENDENT POSTSECONDARY EDUCATION -- February 15, 1990 (Prepared in response to Specific Appropriation 587 of the 1989 General Appropriations Act)

REGISTRATION IN PUBLIC COMMUNITY COLLEGES AND UNIVERSITIES -- February 15, 1990 (Prepared in response to Specific Appropriation 587 of the 1989 General Appropriations Act)

AN ASSESSMENT OF THE SUNSHINE STATE SKILLS AND INDUSTRY SERVICES TRAINING PROGRAMS -- February 15, 1990 (Prepared in response to Specific Appropriation 587 of the 1989 General Appropriations Act)

POSTSECONDARY CAMPUS SECURITY -- March 15, 1990 (Prepared in response to Specific Appropriation 587 of the 1989 General Appropriations Act)

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AN ASSESSMENT OF COLLEGE AND VOCATIONAL PREPARATORY PROGRAMS -- April 19, 1990 (Prepared in response to Specific Appropriation 587 of the 1989 General Appropriations Act)

THE STRUCTURE OF PUBLIC POSTSECONDARY EDUCATION IN FLORIDA -- April 19, 1990 (Prepared in response to Specific Appropriation 587 of the 1989 General Appropriations Act)

THE IMPACT OF UNDERGRADUATE ENHANCEMENT FUNDING -- April 19, 1990 (Prepared in response to Specific Appropriation 587 of the 1989 General Appropriations Act)

REGIONAL COORDINATING COUNCILS FOR VOCATIONAL AND ADULT GENERAL EDUCATION -- April 19, 1990 (Report and Recommendations of the Florida Postsecondary Education Planning Commission)

1989

PUBLIC HEALTH EDUCATION IN FLORIDA -- January 19, 1989 (Prepared in response to Specific Appropriation 526 of the 1988 General Appropriations Act)

A REVIEW OF COMMUNITY COLLEGE ADMINISTRATION -- January 19, 1989 (Prepared in response to Specific Appropriations 523 through 527 of the 1988 General Appropriations Act)

DENTAL EDUCATION IN FLORIDA -- February 16, 1989 (Prepared in response to Specific Appropriation 526 of the 1988 General Appropriations Act)

AN ASSESSMENT OF THE GENERAL EDUCATION CURRICULUM IN STATE UNIVERSITIES AND COMMUNITY COLLEGES -- February 16, 1989 (Prepared in response to Specific Appropriation 527 of the 1988 General Appropriations Act)

A STUDY OF ACADEMIC PROGRAM CONTRACTS WITH INDEPENDENT POSTSECONDARY INSTITUTIONS -- February 16, 1989 (Prepared in response to Specific Appropriations 523 through 527 of the 1988 General Appropriations Act)

THE DELIVERY AND GOVERNANCE OF POSTSECONDARY VOCATIONAL EDUCATION -- February 16, 1989 (Prepared in response to Specific Appropriation 527 of the 1988 General Appropriations Act)

AN UPDATE OF PROPRIETARY EDUCATION IN FLORIDA -- February 16, 1989 (Prepared in response to Specific Appropriations 523 through 527 of the 1988 General Appropriations Act)

GRADUATE STUDENT FEE WAIVERS AND STIPENDS -- March 16, 1989 (Prepared in response to Specific Appropriation 545 of the 1988 General Appropriations Act)

AN EVALUATION OF THE REGIONAL COORDINATING COUNCILS FOR VOCATIONAL EDUCATION, ADULT GENERAL EDUCATION AND COMMUNITY INSTRUCTIONAL SERVICES -- PHASE IV OF IV -- March 16, 1989 (Report and Recommendations of the Florida Postsecondary Education Planning Commission)

THE DEVELOPMENT OF ADMINISTRATIVE STANDARDS FOR THE STATE UNIVERSITY SYSTEM -- March 16, 1989 (Interim Report)

1988

FUNDING OF ACCELERATION MECHANISMS -- January 21, 1988 (Prepared in response to Section 14, Chapter 87-212, Laws of Florida

A STUDY OF OPERATING COSTS OF BRANCH CAMPUSES AND CENTERS AT STATE UNIVERSITIES AND COMMUNITY COLLEGES -- January 21, 1988 (Prepared in response to Specific Appropriations 534 through 537A of the 1987 General Appropriations Act)

AUTOMATION AND NETWORKING FOR FLORIDA LIBRARIES -- February 25, 1988 (Prepared in response to Specific Appropriation 537A of the 1987 General Appropriations Act)

COLLEGE LEVEL ACADEMIC SKILLS TEST REVIEW -- February 25, 1988 (Prepared in response to Specific Appropriation 537A of the 1987 General Appropriations Act)

NURSING EDUCATION IN FLORIDA -- February 25, 1988 (Prepared in response to Specific Appropriation 537 of the 1987 General Appropriations Act)

COMPREHENSIVE HEALTH PROFESSIONS PLAN REVIEW FOR FLORIDA -- February 25, 1988 (Prepared in response to Specific Appropriation 537 of the 1987 General Appropriations Act)

AN EVALUATION OF THE REGIONAL COORDINATING COUNCILS FOR VOCATIONAL EDUCATION, ADULT GENERAL EDUCATION AND COMMUNITY INSTRUCTIONAL SERVICES -- PHASE III OF IV -- February 25, 1988 (Report and Recommendations of the Florida Postsecondary Education Planning Commission)

THE MASTER PLAN FOR FLORIDA POSTSECONDARY EDUCATION - 1988 UPDATE -- February 25, 1988 (Report and Recommendations of the Florida Postsecondary Education Planning Commission)